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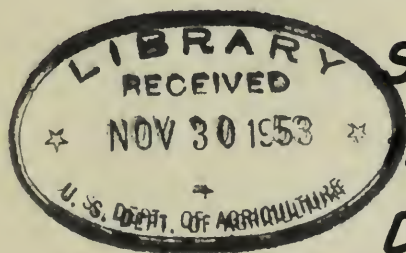
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**REPORT. . . .**

**Southern Regional  
Supervisory Conference**

**Louisiana State University, Baton Rouge, La.**

<sup>14-16,</sup>  
**April 14 - ~~15~~ - 16, 1953**



***Selected Papers From  
the Conference for  
District Supervisors***

**EXTENSION SERVICE • U. S. DEPARTMENT OF AGRICULTURE**

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## FOREWORD

We believe that the Southern Regional Conference of District Supervisors held at Louisiana State University, Baton Rouge, La., was one of the most important conferences held in the Southern States this year. The program was built around the theme, The Responsibilities of Supervisors in an Effective Extension Program. Problems of supervisors were discussed and analyzed intensively by approximately 150 supervisors. Already a large number of letters have come to us expressing appreciation for the opportunity to study your job and we are listing some of the personal values you expressed of the conference:

1. Gained perspective on the important functions in supervision.
2. Gained a better realization of the need to bridge the gap in supervision between what we know and what we do; between what we know and what we do about getting along with the people; between what we know and what we do about working with our co-workers, with organizations, with foreign visitors, and with the general public.
3. Were made aware that poor human relationships are back of most misunderstandings and that we have been:
  - (a) Too reticent about Extension accomplishments.
  - (b) Too negligent about helping legislators to be a part of our Extension family.
  - (c) Too tardy in realizing that good public relations are everybody's job in Agricultural Extension Work.
4. Enabled us to measure our present supervision techniques, procedures, and results, against the supervision objectives set forth in the regional conference.
5. Enables us to see that we as supervisors need further training as well as the agents we supervise.
6. We acquired new ideas and techniques.
7. We were stimulated from the fellowship of people doing similar jobs.
8. We enjoyed the pleasant experience of learning instead of being on the job back home supervising.
9. The whole Conference presented a great challenge to us all.

Mena Hogan

Chas. A. Sheffield

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WHAT IS INVOLVED IN ADMINISTERING THE OVERALL JOB  
OF EXTENSION WORK IN A STATE?

P. O. Davis  
Director of Extension Service  
Alabama

You are a very important group of public workers in education. I am in a very important spot at the opening of this three-day conference on the key subject of supervision in extension work in agriculture and home economics. You and I are engaged on the highest and the most effective form of education in that we teach scientific information for practical people wherever they live and work. It is information for immediate application to improve earning and living which means that it must be sound. Otherwise it would be futile; and we, along with our service, would fail completely.

Ours is public education with an outstanding record of success and with a bright future. We are justly proud of our service and its history. But we know that the past is gone and static. Nothing that we can do will change it but the future will be what we make it; and you and I are key people in the making of it.

Like the great Master Teacher, whose resurrection we recently celebrated, our work began lowly and humbly. Difficulties, handicaps, and opposition were encountered. By study and by work they were overcome to the end that extension work is now recognized and honored at home and abroad for its success, for its high value, for its sound philosophy, and for its remarkable achievements. In organization, aims, procedure, and results it has no counterpart anywhere in the world.

But you and I are not here to live in the past; or to do like Army generals whom, we're told, "spend their time fighting the last war." Therefore, I shall review briefly only some important achievements as they throw light on the present and point the way to a better future.

The aim of the first extension demonstration was to improve production on farms. It was on the Walter Porter farm at Terrell, Texas, "where science and the farm family joined hands." The demonstration, which remains an honorable and useful tool in extension work, was employed and used effectively. But the extension pioneers were not satisfied to stop with the use of only one tool and with production alone even though they appreciated the basic and vital importance of each. It was clear to them, as to us, that "man does not live by bread alone" but by everything that concerns him and enters into his economy, or his way of life, for him and his family. Thus it was that extension work grew to cover and include all farm problems; and, at the same time, spread to and became inclusive of the coordinate home problems, and the two being on the same level in extension work.

The current paramount challenge to extension workers is the best possible educational service to all the people; and a better response to this challenge is the primary reason for this meeting. If you miss that point and return to your homes content to work without change this meeting will have been in vain for you.

Fifty years ago the challenge in extension was indeed simple. It was information for improved production in its clearest form. Today it is very complicated. The modern extension program includes sound, timely, and useful information in all essential fields; and our value as extension workers is determined by the efficiency that we as teachers serve properly all of our students - all farm people, plus many nonfarm. It is, of course, scientific but it is more than science. It is art, it is application, it is challenge, it is response.

Secretary Ezra Taft Benson gave us a succinct conception of the ultimate aim of our work when he said: "The supreme test of any government policy, agricultural or other, should be: How will it affect the character, morale, and well-being of our people. We need - the world needs - a strong America in the critical years ahead." Thus we see the essence of our work and the goal of its achievements in terms of people - solid, sound, constructive, and successful farm people.

The bigness of our teaching job is revealed by the fact that there are 960,000 farm people in Alabama where we have four Extension Service districts. This is 240,000 farm people per district; and our personnel totals 582 workers. The first concern of a director in any State is his personnel - enough people well-trained and fully qualified in every way for the job to be done. He wants capable people who are trained, intelligent, energetic, alert, ambitious, sound, able, and constructive in every way. To have such a personnel, enough money must be available; and money, therefore, is a prerequisite to personnel and also to operations. In fact, extension work is like farming, manufacturing, or other business in that it's a combination of people and money; or a trio of money, management, and work.

For efficiency in the use of money an Extension Service must have a good plan and a sound program of work at state and county levels. Such a program and a plan necessarily includes the thinking and wishes of the people themselves, especially the farm people in county councils and otherwise. To develop such a program and plan - and to use it wisely and effectively - a director must depend heavily upon his assistants or associates and upon his supervisors, or the district agents. Supervisors are indeed key people in all of it. An overall program and plan of work at both state and county levels is the same as a blueprint for a building before a contract is let or work started. It is also just as important because an educational service - like a business - needs to see itself, - see what it is to do, and both see and plan for doing it the best and most effective way every day. A program and plan of work is general. It must be comprehensive as a whole to be adequate. It's development and application involves people - many individuals in extension. This gets us up to another vital fundamental which we are just now recognizing as vital to our overall job.

It is individual job analysis or description about which you'll hear more in this meeting. In its development and use you occupy high places of leadership and direction, especially at the county level. For an organization to work efficiently and harmoniously as an organization, each individual must understand fully and clearly his or her duties and responsibilities in it. In this extension is like a baseball team. Each player knows what he is to do; and he must do it skillfully at the right time and place for the team to be a winner. The same is true of all members of the team.

Another overall need by the Extension Service in each State is an explicit policy on questions and matters of public affairs and public policies, not necessarily an organic part of the extension program and plan of work. These involve questions and problems relating to the public per se; and especially to those problems and questions that relate to farm people. We owe it to the public to serve the public properly in our proper fields of education because we depend upon the public for goodwill and support. Especially is this true of public officials who are responsible for financial matters at the county, state and national levels.

By summary we see that the over needs of extension include (1) personnel, (2) money, (3) program, (4) policy, and (5) application. All of these are facing you and me in this meeting. How shall we deal with them now and in the future? The director and his staff are responsible for all of these. He relies heavily upon his district agents for planning, for developing, and for application but, of course, each and every worker is highly important in his or her proper place in the state or in the county. The district agent is in the spot of a thinker, doer, leader, supervisor, catalyzer. All of us are fully responsible for leadership training, development, and use; and herein is a tremendous potential not yet developed.

On "Improving Extension Supervision," Dr. Rowland Egger, Director of the Bureau of Public Administration of the University of Virginia, pictured a district extension supervisor as being in "middle management" and added, "This middle management is very important." He continued, "There are four points in connection with middle management as follows: (1) Dual role of middle management; (2) middle management and specialists; (3) middle management field operation; and (4) middle management methods." I'm passing on without comment on Dr. Egger's four points, leaving them for your studious consideration. He added, "Middle management is not top management. Some extension directors have run the whole show, but this is less and less so. A district supervisor must not forget that he is not the director -- but he must be able to think on the director's level. In the main, the vast majority of top management uses the facts provided by the supervisor in making the decision. "Middle management is not specialist -- although a district supervisor may have some specialist qualifications. This is not a positive disqualification, but a supervisor who lets his interest in a special subject get on top runs a danger of missing his greatest opportunities. "Middle management is not an operator. Everybody is striving to help the county and home agents get the job done, and unless the county and home agents are functioning efficiently, it is impossible to make the work go. A supervisor becomes a line operator when he tries to work on the county level."

As I was writing these lines, there came to my desk a bulletin on "Problems of Management" by Dick Carlson who is a management consultant for farmer cooperatives; and also partner in a New York firm. He started by asking this question: "What is the job of management?" He answered by saying that top management requires ability to:

1. Establish objectives, policies, and programs--plan, investigate, and forecast results desired.
2. Attain results through people--build and maintain a sound organization, adequately staffed.
3. Look for improvements--appraise results; make decisions; effect remedial action.
4. Develop subordinates--understand people; inspire confidence; motivate teamwork--maintain respect, discipline, and training."

Mr. Carlson then went into a discussion of management problems under the five divisions of: (1) Planning, (2) Organization and staffing, (3) Direction and leadership, (4) Coordination, (5) Controls. Mr. Carlson was talking about management in business but I quote him because he almost summarized what I have said. And the problems of business and selling are similar to ours in extension, or education.

George D. Halsey will follow me on supervision. I'm trying to stay out of his field but I must say a few things about good supervisors. In information each extension supervisor needs:

1. A clear understanding of the extension program and operation in all phases, including origin, history, aims, achievements; and also hopes for the future.
2. Adequate working knowledge of each phase of extension work such as crops, livestock, poultry, foods, clothing, home management, and all others. Such knowledge is essential to efficient supervision.
3. A clear and comprehensive understanding of the art, the science, and the technique of supervision, or how to attain best results with people.
4. High appreciation of and thorough understanding of problems of relationships as they relate to or concern the Extension Service in any phase or with any group or service, or individual.

In addition to having all of the knowledge and wisdom that I have listed each extension worker needs to be mindful that he or she is in a key spot and thereby expected to work and act accordingly, thereby being a living and working demonstration worthy of being emulated by co-workers and others.

To paraphrase an old adage, a district agent needs to be "early to bed, early to rise, work like hell and supervise." Other than that a district agent doesn't have much work to do. So, don't spend too much time on things that are not supervision; and don't get into the habit of dropping in on the county or home agent and being in a hurry to get to the next county. Effective supervision isn't done in a hurry but by study, thought, meditation, and deliberate action; and each of these requires time.

It's not enough for a district agent to employ a beginner, contact the board of revenue with him, talk briefly with him, then leave him entirely in the hands of the county agent, or the home agent. The assistant knows that he must be absolutely loyal to the county agent but it's easy for the county agent, or home agent, to be too busy for enough training and supervision of assistants. It's also true that a supervisor can easily overlook the importance of specialists in an extension program by relying entirely upon the wishes of a county agent for specialists' help without attempting to influence him or her. A county agent, who is allowed to do this to the extreme, assumes that he knows everything and that a specialist, who is a trained expert in his field, can do him no good. As a result farmers in that county may be missing something that they urgently need.

In dealing with this problem a supervisor does not need to use a big stick or be hard boiled, but merely point out to the county agent his needs and relate them to his duties to all the farm people in his county. In addition, he needs to check on specialists visits and see that good work was done on his visit and that proper action follows.

County workers really appreciate their supervisor knowing enough about their entire program in the county -- and each person in it -- to make helpful suggestions as to improving extension work in every way every day. A supervisor needs to foresee little problems when they are nebulous and deal with them before they become big and difficult. If discipline is needed, it should be administered fairly and positively without undue delay. Control, when needed, is an organic part of supervision.

Each director depends upon district agents for carrying out policies and programs and also for keeping him informed as to what goes on in the field -- what extension workers and others feel and say. Thus we see that extension supervision is a big job for master minds and tireless workers. Yet we find that most of our land-grant colleges are offering very few, if any, courses in the art, the science, and the techniques of supervision in extension work. This is one reason why most extension supervisors start with no professional training in their work. Some never get it. All they have is experience, most of it in counties; but county extension work is vastly different from the profession of supervision.

All that I have said has related to all extension workers and the entire farm family. I'm certain, in my own mind, that district agents need to do a lot of hard thinking and work on our 4-H programs; and be sure that each is what it should be and that it functions both properly and effectively. Make-believe seems to creep into our youth work but it should be scorned and eliminated in toto.

At the Golden Anniversary Celebration of Extension Work at Terrell, Texas, February 26, 1953, Assistant Secretary of Agriculture, J. Earl Coke, who had been Director of the California Extension Service, spoke. I quote from him because his words are both wise and timely. He said:

"As to that larger task of fostering harmonious, cooperative, and peaceful living throughout the world, we must all plan our role to the full. The work that extension has done in the past -- work that has helped to make the farm segment of the economy more articulate, cooperative, and responsible -- has already paid rich dividends. So, too, will extension's present efforts among the farm youth and adults of the Nation pay dividends in the years ahead. It has been well said that education makes a people easy to lead, but difficult to drive; easy to govern, but impossible to enslave. Certainly this is true of the American farmer and the American farm family."

A month before (January 28) Director C. M. Ferguson spoke to a student group at Ohio State University on Religion in Life, and I quote him:

"Farm people have deep-rooted faiths; faith in a power greater than theirs; faith in the productivity of the soil; faith in their ability to turn the power of nature to their own needs; faith in their family, in neighbors, and friends; in rural institutions; faith in education; faith in a government which they themselves designed to serve them; faith in democratic traditions and practices; faith in science and technology.

"Is the faith of yesterday great enough today to insure that America will continue to play her part in answering the universal prayer for daily bread? Free people, when given opportunities to grow mentally and spiritually, manifest inherent ability to solve their problems and to thrive. The future is full of challenge and opportunity. Accept it with courage, honesty, and integrity."

This is the essence of the challenge that I bring to you as a group of excellent co-workers of mine; a group of key men and women in the highest and best field of human education and application. We and our contemporaries are the inheritors and beneficiaries of a half-century of sound, solid, and progressive pioneering in extension work. We have great pride in what has been done and complete confidence in what can be done. The challenge that now confronts each of us is to renew our courage and increase our determination to make extension work better and more effective to all farm people every day and in every way in the future.

### SUPERVISION\*

What is it? What are its functions? How can it be done efficiently? Where should the most emphasis be placed?

George D. Halsey, Personnel Officer  
Farm Credit Administration, Columbia, S. C.

I think the best answer I have ever heard to the question, "What is Supervision?" was that given to me several years ago by a group of foremen. We were starting a series of meetings on the subject and I asked them, as a guide to our discussions, to help me work out a good definition of supervision.

"I don't know that I can give the entire definition," one foreman replied, "But I can start it. It certainly has to do with something we foremen and supervisors must do in order to get the people under our supervision to perform their assigned tasks properly; but I don't know exactly how to define just what we must do or how we must do it."

As you will see, that was an excellent start, because it gave us a framework on which to build our definition. And so we put something about like this on the board:

---

\*Largely summarized from a fuller discussion of the subject in the book, Supervising People, by George D. Halsey, published by Harper & Bros.

	<u>WHAT</u>		<u>HOW</u>		<u>PURPOSE</u>
	(		(		
	(		(		in order to cause them
	(		(		to do their assigned
Supervision	(		(		tasks properly.
includes	(	people	(		
	(		(		
	(		(		

And, then from suggestions by members of the group, we filled in the blank spaces -- first under "What," then under "How" -- and this definition was the result:

Supervision includes selecting the right person for each job; arousing in each person an interest in his work and teaching him how to do it; measuring and rating performance to be sure that teaching has been fully effective; administering correction where this is found necessary and transferring to more suitable work or dismissing those for whom this proves ineffective; commending whenever commendation is merited and rewarding for good work; and, finally, fitting each person harmoniously into the working group -- all done fairly, patiently, and tactfully so that each person is caused to perform his assigned tasks skillfully, accurately, intelligently, enthusiastically, and completely.

Note: The actual definition as worked out on the blackboard is shown below:

A Definition of Supervision Worked out on the Blackboard  
with a Group of Supervisors

	<u>WHAT</u>		<u>HOW</u>		<u>PURPOSE</u>
	(selecting )				
	(interesting)				
	(teaching )				(skillfully
	(rating )		(fairly )	in order to	(accurately
SUPERVISION	(correcting )	← PEOPLE -	(patiently)	- get them to	(intelligently
INCLUDES	(commending )		(tactfully)	do their	(enthusiastically
	(rewarding )			assigned tasks	(completely
	(eliminating)				
	(harmonizing)				

Note: In developing this definition, we started with the purpose of supervision, then what the supervisor must do, and finally how he should do it.

When we look at that definition -- and it is an accurate statement of what every good supervisor tries to do -- we begin to realize just how important and how complex is this job of supervising people.

And now, with this definition in mind, let us see if we can find the answer to the last of the four questions listed in our subject, because when we do find that answer, I believe we will have found, also, the answers to all of the other questions. The question is, "Where should the most emphasis be placed in supervision?"

A question which, as this one does, includes the word "most" is often a somewhat dangerous one to try to answer; because, as we go along, we are so likely to find ourselves saying of two or three things that each is the most important. But I do not think this danger exists when we are discussing supervision. There is one most important thing to be considered. There is one place where we should, indeed, put the most emphasis if we wish to succeed. I believe it will help in answering this question if we first ask and answer two other and somewhat less difficult questions. The first of these is, "What is the purpose of supervision?"

In our full definition of supervision you will remember that it was stated that the purpose of our efforts is to cause the people under our supervision to perform their assigned tasks skillfully, accurately, intelligently, enthusiastically, and completely. If we reduce this full statement to its simplest terms, I believe we could say that the purpose of supervision is to cause people to do certain things. And that points naturally to the next question: "Why do people do the things they do?"

We know that an electric motor will not run until a current of electricity is caused to flow through its coils. And a steam locomotive will not move until the steam is admitted into its cylinders. Is there, similarly, some one, simple thing which must be present before voluntary human action will occur? If there is, you can see how important it would be for us as supervisors to know what that thing is and how to make use of it. There is one basic thing which does serve as a cause of all voluntary human action. I believe I can best explain what that thing is by telling of an experience I had several years ago.

When our son was about two years old he developed a great fondness for pulling electrical plugs from baseboard outlets and putting them back in again. He liked to see the lights go off and on. One day, however, he must have touched one of the prongs of the plug as he placed it in the outlet, because he got quite a shock. It was not severe enough to do him any physical injury; but it did show him that plugging in lights has its unpleasant as well as its pleasant features. For a time the memory of that shock was so strong that he let the plugs entirely alone. But, three or four days after his unpleasant experience, I saw him holding a plug in his hand and looking at the outlet. He would get almost to the point of plugging it in, then back away; then almost plug it in again, then back away once more. The want to see the light and the fear of receiving another electrical shock alternated thus in their control over his actions several times. Finally, however, he put the plug down and went about other and less hazardous business. The fear of a repetition of the electrical shock had won out.

At first, I was merely amused by this experience of our young son, but then the thought came to me that in this simple incident was a better explanation than I could possibly write of the whole basic law of human behavior; for the rules which govern what we will do and what we will not do are just that simple.

Of course, as we grow older our wants and fears grow more numerous. Instead of one want pulling in one direction and one fear pulling in the opposite direction, there are many wants and often many fears, all of varying strengths, and pulling in several different directions. But exactly, as in the case of the little boy, anyone's final action in any situation will be decided by whether the sum of all of the wants and fear which favor the action is stronger at that moment than is the sum of all of the wants and fears opposing the action. A person's wants may be for greater comfort or safety, for the satisfaction which comes with the realization that his efforts are appreciated, for more money, for applause of his

associates, or for any of many other things. Similarly, there may be several fears, such as that he may lose his job, or that he may do something which will cause others to laugh at him or to dislike him, or that he may get hurt physically.

But whatever the person's wants and fears, these and not the will or the wish of anyone else, will be the primary motivating cause of ALL of his actions.

As simple as this statement is, it presents, I believe, one of the most important concepts in the whole field of personnel supervision. Out of it grow two truths of far reaching importance in human relations. The first is that behind whatever any person is now doing and serving as the basic cause of his behavior, there are always wants or fears -- often both. Sometimes these are vague and not fully realized by the person himself, but they are there nevertheless.

The second truth is that the only way to bring about any change in any person's behavior is by showing him that the desired behavior will be more effective than is his present behavior in getting for him the thing he wants, or in keeping away the things he fears. It is often difficult for persons in supervisory positions to grasp the full significance of these truths, but when they do and make use of them they will often find that the solution of many of their "problem cases" becomes much easier and the end result more satisfactory to all concerned.

Let us take, for example, the case of a supervisor who has the problem of finding the best way to correct an attitude of resistance to change on the part of an older employee. If, as is so often done, the supervisor assumes that the cause is a lack of progressiveness or even sheer stubbornness, he will use methods which may succeed in forcing compliance, but will never secure real cooperation. The solution will be satisfactory to no one. But, on the other hand, if the supervisor realizes that serving as the real cause of the behavior, there must be wants or fears of the employee, he will look a little more deeply into the situation before taking arbitrary action. Sympathetic questioning will probably uncover a vague fear or even a belief on the part of the employee that almost any change will jeopardize his job security. And with older employees, job security is most important. If a way can be found to remove this fear, and it usually can, resistance will vanish and cooperation become real and enthusiastic. Also, the willingness and even the ability to learn the new method will be greatly increased.

People can be caused to do what the supervisor wishes them to do in either of two ways -- by an appeal to their fear of losing their jobs or by an appeal to their wants. The first will gain only unwilling compliance and will destroy morale. The second will gain willing and enthusiastic cooperation and will build morale.

I think, then, we can safely say that the part of supervision which is deserving of the greatest emphasis in our day-to-day contacts is the effort we should make to gain an understanding of the real wants of the people under our supervision and, through this understanding, to help each person to derive an increased sense of personal satisfaction from his work and his work environment. And I say this, not for a moment forgetting that a major objective, probably the major objective of all of our supervisory effort is, and rightfully should be, to increase the individual effectiveness in his work of each employee under our supervision. This has always been true. It was true of the ancient overseer who drove his slaves with the constant threat of the lash; it is true of everything we do in modern personnel supervision.

The difference is in how each endeavors to accomplish this objective.

Perhaps we can best summarize both the purpose and the method of modern personnel supervision with the simple statement that it endeavors to increase individual effectiveness primarily by trying to do those things which enable each worker to derive an increased sense of personal satisfaction from his work and his work environment. That doing these things does increase the effectiveness of the worker is one of the most fundamental and best established facts in the science of management. And so, when we give the major emphasis in this talk on supervision to a discussion of the wants of the people we supervise, we are not going off into the realm of impractical altruism, we are talking practical, hard-headed common sense.

Many studies have demonstrated the truth of this statement. The best known of these studies and probably the most extensive ever carried out was started in 1924 by the Western Electric Company in its Hawthorne plant near Chicago. The purpose was to determine what is the optimum in working hours, amount of light, and other conditions, so that a maximum of production could be achieved without undue fatigue or dissatisfaction. Originally planned to last not over a year or two, the study was continued for over 12 years. It included an experiment in which six girls worked for five years in a special room where practically every possible combination of working conditions was tried and the reactions of the operators recorded in minute detail. There were also about 20,000 interviews with employees throughout the plant, each usually lasting an hour or so.

Some interesting discoveries were made, but the most startling was not that some combination of physical working conditions is the best for a sustained maximum of production. It was that all these things, and even the amount of pay received, are much less important than are the worker's emotional reactions - how he FEELS about his work, his associates, his supervisor, and the organization for which he works. It was discovered that whether or not the worker found in his work a source of personal satisfaction and pride, whether or not he liked and trusted his supervisor, and whether or not he found his everyday contacts with his fellow workers pleasant, all had much greater effect on his output, even in a routine assembly job, than it had ever before been believed could be possible.

This is true because all these things together create that somewhat intangible something called "morale," which, although purely emotional itself, so controls and conditions both physical and mental responses that it enables the worker to turn out more and better work without any increase in fatigue and causes him to enter enthusiastically into the activities and endeavors of the group with which he works. But, and this is most important, morale is not something which can be bought, or ordered, or even persuaded into existence. It can be created only by introducing into the work situation certain conditions which are favorable to its development. And so, I can think of no more profitable way of spending the remainder of the time allotted to this talk than in discussing some of the more important of these conditions, and especially how we as supervisors can most effectively help in making sure that they exist in our own organizations.

The first of these conditions which we shall discuss, and perhaps the first in importance, also, is that each employee shall always be made by his supervisor to feel that his efforts are really appreciated. Many psychologists believe that the strongest hunger in human nature is a craving to be appreciated. Whether or not it actually is the strongest emotional hunger, I do not know, but I do know that a feeling that one's efforts are really appreciated is certainly one of the conditions absolutely essential to happiness in the work situation and, therefore, to the morale.

Each person in charge of the work of others should take every honest opportunity to say a word of commendation about the work of those under his supervision. This does not mean that he should spend his entire time making flattering comments to everyone in his department. To do this would probably have an effect quite the opposite to that desired, because no one likes empty and insincere flattery, which is disgusting rather than pleasing. But it does mean that the supervisor should consciously and consistently look for and comment pleasantly about things which really are worthy of favorable comment. The supervisor should not fail, also, to comment favorably on any improvement over past performance, even though a high standard has not yet been reached. This is especially true in the case of new employees or those who have recently been corrected because of poor performance. One caution here is probably unnecessary, but consequences of any failure to observe it are so serious that it should be mentioned. It is this:

Be most careful to see that too large a share of the complimentary comment is not given to only two or three people in the department, even though these people are outstandingly the best and really deserve all that is said about them. Do not withhold deserved praise from these people, give them all to which they are entitled; but also find some pleasing things to say to the others in the department -- all of them. There is no one whose work is so poor, no one whose attitude even is so poor, that there is not something which can honestly be commended. Take the trouble to find that something and you will discover, as many other supervisors have, that both quality of work and attitude will improve. There will then be more which can be praised.

An interesting experiment demonstrating the effectiveness of praise in getting school children to do their best work was carried out by Dr. E. B. Hurlock of Teachers College, Columbia University, some years ago. A number of children were first given a test to measure their ability at the beginning of the experiment. They were then divided into three groups, carefully selected so that the groups were as nearly equal as possible in ability, in proportion of boys to girls, and in average age.

The next day they all assembled in one room for a second test; but, before the test was given, the children in Group I were asked to come to the front of the room. They were praised for the excellent work they had done on the preceding day and were encouraged to do even better, to try to avoid any careless errors and to do as many problems as possible in the time permitted.

The children of Group II were then called to the front and were severely reproved for the careless mistakes and generally poor work they had done. Members of Group III heard both praise and reproof, but no comment at all was made to them as to how they had done on the test. They were completely ignored throughout the experiment. The test was then given and papers collected. The exact procedure was repeated for four days and here are the results:

The praised group showed an improvement of 71 percent

The reproved group showed an improvement of 20 percent

The ignored group showed an improvement of 5 percent.

While, of course, the results of this one test are by no means conclusive, they do seem to point quite definitely to the fact that encouragement, by use of praise is the most effective method of getting people to do their best work. And this is borne out by the experience of practically every supervisor I have ever talked with who has taken the trouble to find the things people under his supervision do well and to praise them for these things. And yet, how frequently most of us are guilty of that poorest of all techniques of supervision--saying nothing. We may assume, as did one supervisor I talked with recently, that the people under our supervision should realize that, so long as we do not find any fault with what they are doing, we are satisfied with their work. Or, perhaps, we take the attitude I have heard expressed many times, that people are paid for good work and good work is expected. Why, then, should the supervisor praise them when all they are doing is giving what they are paid for?

The answer to that question is simple and practical. We should take the trouble to find the good things people do, to praise them for doing these things, and to offer help and instruction rather than reproof when we cannot praise, because to do these things makes people happier in their work than does any other method of supervision. And it has been proved again and again that people who are happy in their work turn out a greater volume of work and work of better quality than do people who are not happy.

Closely related to the desire anyone feels to be appreciated is the equally strong desire to be treated like a human being; and so the second condition we should endeavor to bring about is that careful and thoughtful consideration is always given to the probable effect each rule, each notice, and each practice will have on the FEELINGS of all concerned.

In June, 1943, the READERS DIGEST offered \$100 prizes for the best letters from employees on "What's Wrong with Management?" The letters, some 10,000 of them, were analyzed and tabulated. Tabulations were made on the basis of how many complaints about each specific matter there were in each thousand letters. The most frequent complaint, 426 per 1000, had to do with the desire "to be treated like human beings," and is eloquently expressed in the following three sentences from a letter from a laborer in a California plant: "Why should our reasonable petitions be ignored? Why are rules posted in terms of threat? We, too, are men of pride and self-respect."

Nothing should be required of any worker which will take away any of his feeling of pride and self-respect. There should be nothing which will prevent him from maintaining that simple human dignity which everyone so ardently desires. Arbitrary orders without explanation, criticism in front of others, rules or practices which seem to imply suspicion as to one's honesty - to be required to submit to any of these takes away something from a person's self-respect and builds up a resentment against management.

And this resentment is often more bitter and more lasting in its effects than anyone would suspect.

The skillful supervisor tries, also, to assign each job in a way that adds to rather than takes away from any sense of feeling of personal worth-whileness the employee may have. He says, "This is an important job and has to be done just right, and I am asking you to do it because I know you can do it right." Or, if the job is not sufficiently important to justify such a comment, he merely asks, "Will you take care of this for me?" It is always better to ask that the job be done, even though there is authority to order it done.

A third condition, and one which also is closely related to the desire to be appreciated, is that employees should regularly be given a part in planning those things which affect their working conditions. If it is at all practicable to do so, each situation which may necessitate any change in working conditions, especially an undesirable change, should be discussed with those to be affected, not merely in advance of the change itself but before any decision is made as to just what change will be necessary. The employee should have the situation explained to him and his suggestions requested as to the solution which will cause the least hardship all around. Often employees will set for themselves a more rigorous schedule than the management would have suggested. Of course, this method is not always practicable; but when it can be used it does add greatly to the employee's feeling of "partnership" in the enterprise, and that is a most important accomplishment.

In those cases where it is impracticable to use this method, employees should at least be told in advance of any change that will affect them and should have the reason for the change carefully explained to them. Most workers are reasonable and will co-operate with the management in any necessary change, even putting up with considerable inconvenience, if they are told in advance what and why; but it is surprising how serious will be the offense taken at even some trifling change if the person is not told in advance.

And as a rule the principal reason for an employee's being offended and possibly refusing to accept the change is not the inconvenience caused, even though the worker himself may believe that it is. It usually has to do more with that all-important something called self-respect. We should keep constantly in mind that this is one of the most precious things in the life of every person. Even one in a minor position has a strong desire to maintain a feeling of self-respect and resents deeply, though often silently, anything which he feels to be an encroachment on his "rights as a human being."

Probably the reason why the desire for appreciation and the desire to maintain self-respect and to have some part in the planning of those things which affect our working conditions are all so important in influencing the behavior of each one of us is that they are so closely related to the fluctuations of the ego. One's ego may be defined as the sum total of all that he thinks of himself, good and bad; especially how he inwardly rates himself as compared with others of his group on things which he considers important and worth while. Everyone's ego is constantly rising and falling as each experience contributes its part. No stock on the market has more frequent or more violent ups and downs. It expands and rises with attention, any opportunity for self-expression, praise, honors, affection, the enjoyment of new ventures, or success in any competition. This is especially true when there are others present to witness and applaud the success. But the ego shrinks and falls with inattention, domination by others, criticism, embarrassment, disgrace, or failure in competition. We all enjoy intensely its rise, and are cut deeply by those experiences which cause it to fall. In fact, we enjoy so much and protect so ardently any feeling of personal worth-whileness or importance which we may have, be it little or much, that the doing of anything, or even placing ourselves in a position where we fear we may be required to do anything or to submit to anything which will cause us embarrassment or in any other way lower our inward feeling of personal importance, will be avoided at almost any cost. It will often be avoided unreasoningly, even violently, if less drastic methods are not effective.

This is the reason why seemingly little things, like making a small change in a person's working hours without consulting him, or even failing to say "Good morning" pleasantly, so often assume an importance far beyond anything we might normally expect.

As a fourth condition it is desirable that we go one step farther than giving employees a part in planning just their own work, we should endeavor to make each employee under our supervision feel that his suggestions about ANY phase of the work for which we are responsible are really welcomed and appreciated.

There is no one thing which gives to anyone a sense of personal satisfaction in his work more fully and effectively than to feel that he is a part of the team, that his help and suggestions are wanted and valued. This has been proved to be true by many important research projects; but I am sure each one of us can look back in his own experience and find even more conclusive proof.

I remember, almost as if it were yesterday, something which happened over 30 years ago. I had just been appointed personnel director of Woodward & Lothrop, a department store in Washington. The employment manager and I thought up some plan which we believed would greatly simplify the work of our office. The employment manager was an excellent draftsman and he drew up the suggestion in fine form. We sent it to the vice president who had charge of our work. After a reasonable time it came back with this note, "Excellent suggestion, both in the plan suggested and the form in which it is submitted. Put it into effect." That, as I said, was over 30 years ago; but I am still an enthusiastic booster for the store, and always will be.

And so I believe firmly that the most important single requirement for success in securing interested and enthusiastic employee participation in making the work for which we are responsible a success is that we make each employee feel that his suggestions are really wanted and appreciated. This sounds quite simple and easy; but it isn't. It isn't simple, and it isn't easy. There is something in the make-up of each one of us which causes it to be more difficult than it seems reasonable to believe it would be. Perhaps this can best be illustrated by a personal experience which occurred a few years ago.

In an unguarded moment I had promised to give a talk to a group of young business executives on the subject, What One Quality is Most Important in Pleasing and Influencing People. I was especially anxious to give this group something really worth while, so I read two or three of the best books I could find on the development of personality and prepared my talk most carefully. It was a rather elaborate speech and I was quite proud of it as a literary effort. It really was a hum dinger. But the day before I was to deliver it something happened which made me throw the whole thing in the waste basket -- something which gave me the real answer to my question. And that answer didn't have any big words at all in it. But let me tell the story of what happened.

As I came into the office in the morning, my secretary greeted me with this enthusiastic comment, "I have a pleasant surprise for you this morning, Mr. Halsey, your royalty check is here and it is larger than it was last time." She knew then an insurance premium was due and that a check somewhat larger than usual would come in very handy. Now, this is what I should have said, "That's fine. It surely came at the right moment, didn't it?" But there is one part of the story which my secretary did not know. Royalty checks come on time each six months so regularly that the arrival of that check, though most welcome, of course, was certainly no surprise. Also I knew the amount due. So my answer was exactly what it should not

have been: "Oh, that," I said, "I knew that was coming. I thought at first that you had a real surprise." "Oh!" she replied, and I knew she must have felt like a toy balloon does when you let the air out of it. I went on into my office thinking about the incident and worrying about it, for it was one of those things one does worry about because he knows that it would be made worse by apologizing. Suddenly, as I was wondering why in the world I had done such a stupid and tactless thing, the idea came to me that right here in this incident was an answer to my question which was definite, simple, and clear. The quality most important to success in pleasing and influencing people is just this: The willingness and ability to control the natural tendency always present in each one of us to say and do those things which will increase his own feeling of importance -- usually without thinking much about what the effect will be on the other person's feeling of importance.

You might say that this does not apply at all to the incident I have just related. Surely I didn't say that I knew about the royalty check with any conscious desire to "show off." Of course, I didn't! But it is a fundamental fact of human nature that the one thing which each person wants more than he wants any other one thing in the world is a feeling of increasing personal importance -- an expansion of the ego. This want is so strong and so continuously present that we are constantly doing things -- often unconsciously -- which will in some measure satisfy it. It would not seem, however, that such a silly little thing as knowing some trifling fact which someone else does not know would satisfy this hunger at all -- but it does. So it was a desire to satisfy this fundamental hunger for a feeling of importance -- a desire not consciously felt or identified by me at the moment, it is true, but there nevertheless -- which caused me to blurt out the remark I did.

And it is the replacing of just such thoughtless remarks with remarks that thoughtfully take into account the fact that the other person, too, has a desire for a feeling of increased importance, which is the largest single factor in pleasing and influencing people. Let me illustrate how easy it is not to do this. If someone tells a joke we have previously read, we will probably first make some such remark as: "That's a good one, isn't it -- so true to life." And that would be fine if we would only stop there. But after we have made this polite and pleasing comment, all too often we just cannot resist the temptation of showing that we, too, have read the magazine, and so we spoil it by adding, "It was in last Sunday's Times, wasn't it?"

How does that apply to the subject we are discussing today? Here is an example: At the invitation of the regional chief, an employee group had met several times to discuss a problem confronting the organization and, after much discussion, had most carefully prepared a suggestion to be presented to the chief. The chairman of the group made an appointment and quite enthusiastically presented the suggestion. Here was the chief's reply, "That's fine, Charlie. You boys are right on the beam."

Now that was an excellent answer, wasn't it? That is, it would have been if he had stopped there, but he didn't. This is what he went on to say, "Just to show how clearly you boys are thinking, I want to tell you that Mr. Brown (Mr. Brown was the Assistant Chief) and I discussed this question yesterday, and I decided to do exactly what you have recommended. Your committee is doing good work, Charlie, keep it up." That is all he said; but he might as well have said "You boys are good, Charlie, but, of course, not quite so good as I am." How do you think Charlie felt as he walked out of the chief's office; and how enthusiastically did he and the group of which he was chairman work to develop new suggestions?

You know the answer. The employee participation plan in that agency was all but dead, just because of one thoughtless remark.

I wonder, in our everyday contacts with the people under our supervision, if we are not all guilty at times of saying and doing things (unintentionally, of course) which take away some of their enthusiasm. I know I am, and I was surprised when I began to watch for this in my own behavior to see how often it did appear. No one of us would be guilty, of course, if he could but think of the effect of what he is going to say before he says it. But how can one do this?

My own efforts to avoid doing these things have been aided greatly by trying to make it a regular practice to think of each situation where two or more people meet as offering just so much "ego food," just as if there were a table in the middle of the group with a basket of fruit or a box of candy on it. If anyone grabs more than his share, someone must go without -- and no one liked to do that. Often now, just as I am on the verge of blurting out some thoughtless remark, the picture of that table comes to my mind and I decide that I do not want to be an "ego-food hog." This simple, somewhat crude and almost silly device has helped me so much that I feel sure it will help anyone who will try it.

And it is well to remember, too, that there is one important way in which "ego food" differs from ordinary food. If I restrain my desire for the larger piece of candy and take the smaller one, I do definitely have less candy. But, if I restrain my natural tendency to show off a little and, instead, put forth a conscious effort to say or do something which will make the other person feel more important, there comes to me a feeling of satisfaction because I have exercised self-control. And if I continue to do this, I experience the even greater satisfaction of having people like me, of seeing faces light up and the circle open when I join any group where I am known -- and of having the people under my supervision come to me enthusiastically with their suggestions. All of this is "ego food" of a much finer quality than I would have got had I grabbed more than my share in the first instance. It is as if I were being rewarded for restraining my natural tendency to grab the one large piece of cheap candy by being given a whole box of fine candy.

The fifth condition essential to any high degree of morale is that thoughtful and persistent effort is made by all supervisors to give to each employee a feeling of pride in the worthwhileness of his own work and of the service his agency is rendering to the Nation.

Recently a young lady came into our office to apply for a position as stenographer. Inquiry developed that she was working with another organization and that her salary was higher than the beginning rate we could pay. But she wanted the job anyhow, and this is the reason she gave: "I work for a finance company which makes small loans, largely to people who receive low salaries. The company charges two or three times the interest my father has to pay when he borrows at the bank. If a person cannot pay we send hard-boiled letters, and it is my job to write these letters. I just don't like that kind of business. I would be glad to work for less in order to change." The organization for which this young lady worked is actually one of the better loan companies and charges no higher rate of interest than is made necessary by the type of loan handled. Probably it renders a worthwhile service to people who cannot get loans at commercial banks. But no one took the trouble to explain this to the stenographer, who wrote only to the borrowers who had caused trouble and who knew nothing about the thousands who have really been helped. Her company may be serving a worthy purpose, but if she thinks the owners are just a bunch of loan sharks the effect on her morale is the same as if they were all of that.

A feeling of at least a reasonable degree of pride in the aims, methods, and product of the organization one works for is certainly a most important component of morale.

An important part of the induction process should be to give the new employee some picture of the service his agency is rendering and, especially, the importance to that service of the work he will be doing.

In one company there is a large showroom where the machines manufactured are displayed and there are photographs on the wall showing the important part these machines play in the manufacture of some world-famous products. After the new employee has been working a few days and his own feeling of awkwardness is wearing off, the supervisor takes him to the showroom and describes the machines to him, shows him the pictures, and, most important of all, points out to him just where the pieces he is helping to make are located in the machines and what is their purpose. The new employee soon begins to brag on the outside about "our company." But building pride in the work done by the agency should not stop with what is done during the induction process. If we are, ourselves, as enthusiastic about the service being rendered as we should be, we will constantly be passing on stories of this or that important thing which has been done. And it will be especially helpful if we can point out to the person how his contribution played a part.

The sixth condition is the one which has been voted to be the most important by more groups of supervisors with whom I have discussed this subject than has any of the others. It is that always, and at every level of supervision there is maintained a constant and intelligent effort to be absolutely fair in every policy and every practice.

I doubt that we can say that this really is the most important condition because all are so important. But I do believe we can say truthfully that there is no one thing which will tear down morale more quickly than unfairness on the part of the supervisor. It will make little difference how carefully we have lived up to all of the other rules, if we are unfair in our dealings with our employees, or if we show favoritism of any kind. Anything good we may do will be of little avail because no one will believe in our sincerity. And we should remember, too, that the achievement of fairness requires much more than an admonition on the part of top management that there shall be fairness, more even than the wish and intention on the part of every supervisor to be fair. Sound personnel management must provide systems and records so that supervisors and others who must make decisions will have the facts before them; it must provide training in the use of these systems and records, so that the wish to be fair can be translated into actual fairness. But even being fair is not enough in building morale. Morale is an emotional result based on how the worker feels about things, and this feeling may at times be at variance with the actual facts. For example, in choosing between two men for a promotion, being careful to be fair in the selection may not be enough. The man not chosen must have explained to him the reasons why he was not chosen, and must be convinced that these reasons are sound and fair.

We all try, I know, to make sure that all six of the conditions we have discussed are constantly present in our organizations. But, when we must prepare a notice to go out to all employees, or plan the introduction of a new practice, so much time and effort are required to make sure that all scientific and procedural details are correct that we may overlook the human relations aspect of the problem.

So there is a seventh condition, designed primarily to make sure that nothing is overlooked. It is that three questions will regularly be asked whenever the introduction of an important new policy or rule is being considered. These questions are:

1. Is it completely fair to all concerned?
2. Is it, and the method of putting it into practice, truly considerate of the feelings of all concerned?
3. Has careful consideration been given to discussing the situation in advance with all concerned and giving them a part in deciding what should be done?

And, because of the need for a sound and economical operation, a fourth question should be asked:

4. Will what is being planned bring about an improvement in the personal effectiveness of those concerned which is commensurate with the cost?

Each question should be answered thoughtfully, conscientiously, and objectively.

This discussion has not, by any means, covered all we as supervisors should do in order to make sure that the people under our supervision are enabled to derive a full measure of personal satisfaction from the work they are doing; but those conditions we have discussed are, I believe, the most important ones for which we as individual supervisors are responsible.

And I believe, too, that if we will follow thoughtfully, conscientiously, and persistently the suggestions given, there will be brought into being in the groups we supervise an ever increasing degree of the "will to do" which is so necessary for the well-being of any organization; but especially important in an organization such as yours in which so many people work either in small groups or alone.

#### THE UNIFIED FARM AND HOME PROGRAM THE BASIS FOR SUPERVISION

Ellen LeNoir

State Home Demonstration Agent of Louisiana

The persons who frame a conference program are in the sad position of a comparison that was noted in one of the magazines a few days ago: A woman getting a husband is like a woman buying an old house; in each case, she sees, not what she is getting now but what she thinks she will have when she completes the remodeling! So the makers of a program depend on the speakers to bring out the desired points of view; but they are dealing with a human element which is uncertain. In this case, they gave me the topic, "A Unified Farm and Home Program, the Basis for Supervision" and my response is, "It isn't." Why bring the unified farm and home program into this conference on Supervision anyway. Perhaps the program planners feel about the unified farm and home program as a certain young minister felt about a particular form of baptism. His officers noticed that no matter what topic

he had, he preached on immersion. Therefore, one day they said to him, "We are going to ask you next Sunday to go into the pulpit with a folded paper; on it there will be a Bible verse; then when you open the paper, we ask you to preach on that verse. The next Sunday, he walked into the pulpit, opened the folded paper and read Genesis I, 1: "In the beginning, God created the Heaven and the earth." He stated that when the Lord made the earth, he made it one-third land and two-thirds water. That shows the importance of water, which is needed for baptism by immersion. Then he launched on his regular discourse. Perhaps the subject of the unified farm and home program is just that important.

But as the topic is on the program, perhaps I am in the same position as the nice old lady whose son was in the hospital. This rich old lady from out in the country came into the city to sit by the hospital bedside of her son who had undergone an operation. When the nurse asked her to get him another pair of pajamas quickly, she did not stop to change from the house dress which she was wearing. When she went into the big department store in her house dress, she really did not look like the wealthy woman she was. Therefore, she was not very much surprised when she passed by a table of remnants to have the manager of the department hand her an almost worthless small remnant and say, "If you want this, you may have it for nothing." She said in recounting the incident, "I know I did not look very important and I thought he just wanted somebody to tote it out, so I carried it away with me." In that same connection, I might just as well carry out this program topic as anyone else.

If I can't carry this subject all the way out and agree that the unified farm and home program is the basis of supervision, at least I can discuss it, — can show that it is one of the goals of supervision and can draw some parallels between the development of the unified farm and home program and the process of supervision. First let's state some limits of the topic. The unified farm and home program could be:

1. The individual farm and home program worked out by a farmer and his wife, assisted by their county agricultural and home demonstration agents and any specialists drawn in by the agents.
2. The county program of work, solving problems that were brought out by analysis of facts as the people and their agents studied their situation together.
3. The district program of developing the county agent and home demonstration agent and their assistants through the cooperation of the two supervisors, agricultural and home economics.
4. The State program, in which the work of the administrator, the supervisors, the specialists, all aid in the balancing; in bringing together all elements toward unification into a state-wide program.

We could mean anyone of these four programs. Because the county is Extension's unit of operation and because it is the focal point of your supervision, let's draw our parallels at that level; remember that in program development, according to Kelsey and Hearne, Extension has experienced three stages:

1. Pre-determined. The early agents saw obvious problems and offered help in overcoming them.
2. Self-determined. A little later, community groups expressed certain needs and agents meet them.
3. Fact-determined. When it became evident that the sum of community programs brought together too many unrelated problems and thereby dissipated the time and energy of the agents, then consideration of management, social trends and economic facts came into the picture in an effort to find the larger problems and plan concerted attack on them for a long period. In this fact-determined method of program development, through committees of men and women working with their agents, you may in your State have already attained unity; and be able to use the unified farm and home program as the basis for supervision. In Louisiana, it is still one of our goals of supervision.

In theory, we have in each Parish (county) an advisory committee of men and women who work with the agents on development and constant revision of the county farm and home program. This unified program, however, far from being a finished product, the basis for supervision is one of the goals toward which supervision (the work of supervisors) is struggling, with varying degrees of success.

Among some of the reasons that the unified farm and home program is one of the goals of supervision are the following:

1. Organization and planning occupy, according to Kelsey and Hearne, 18 percent of the county extension agent's time. The supervisor is interested in efficient use of 18 percent of his worker's time, as shown by the kind of program developed.
2. Program building is a continuous process. Situations change, through social trends, through actions of people, etc. Therefore, problems, emphasis, solutions change. It is part of the job of supervisors to see that agents develop with these social changes and that they make themselves able to lead this type of program building.
3. Program building is a teaching process. One of the objectives of Extension is to develop people. As they participate in analyzing situations and solving problems, they grow into fuller stature themselves.

A supervisor has as one of his goals to help his agents reach up and out to this fuller stature and guide them into helping families achieve this growth. This means that they help the leaders who are members of the advisory committee learn to solve problems partly by going through this educational process of analyzing situations, stating the problems, deciding upon the solutions, and providing means of measuring results.

4. In both program building and supervision, we must keep in mind the significance of a clear statement of objectives. Supervision is not an end in itself. Its aim is to work toward the objectives of Extension. Dr. Tyler tells us that often as an organization gets into maturity, it forgets its objectives. He says that any social institution is likely to become crystallized around its

procedures for getting its objectives. Extension has reached maturity. That is the fourth way in which the fact-determined unified farm and home program is a goal of supervision and the fourth parallel between program development and supervision. Both have to guard against becoming "set in their ways." One of my friends in resident teaching here on the campus heard some of the students describe another professor in this fashion, "Is he kind of heavy-set and oldish?" My friend says her constant prayer is not to become "heavy-set and oldish" mentally. That is a simpler way of stating the danger in either our program building or our supervision of "becoming crystallized around its procedures, forgetting its objectives."

To guard against this possibility, it is important to keep our purposes clearly in mind, modifying the procedures in light of changing conditions. For the purpose of program development or of supervision, let's go back to a statement of some of our objectives. All of us have studied the objectives of Extension, as stated first in the Smith-Lever Act; later by Smith and Wilson; recently by Kelsey and Hearne; finally by our own convictions made articulate through our assimilation of all of these philosophies along with what we have learned from association (with people) and experience (on our job). These convictions have evolved into the realization that Extension objectives have to do with production or have to do with education.

Education is the process of changing people - those who participate in the program; of bringing about changes in the behavior of people - not just in their overt behavior or actions but also in their thinking. Our objectives are statements of the kinds of changes we wish to bring about. Kelsey and Hearne list three levels of objectives:

- A. Fundamental
- B. General
- C. Working

Under each of these, they make a qualifying statement, either quoting some well-known extension worker, or amplifying their classification.

- A. Fundamental. "It is the function of the Extension Service to teach people to determine accurately their own problems, to help them to acquire knowledge and to inspire them to action, but it must be their own action out of their own knowledge and convictions." M. C. Burritt, a master farmer and formerly Director of Extension, New York State College of Agriculture, made this statement years ago. It is generally accepted as our fundamental objective.
- B. General. Progress in agriculture is fundamental to progress in the nation. It is marked by constantly improving physical and social well-being. Agricultural progress takes place as the people in the open country achieve, in ever greater amount and more just proportion, the highest planes of (1) wealth, (2) health, (3) knowledge, (4) sociability, (5) beauty of art, and (6) righteousness, which we as an American people, have come to believe are associated with superior personal well-being and worthy of our loftiest purpose. - A. R. Mann, former Dean of the New York State College of Agriculture.

- C. Working. Those which are written as a result of extension workers and rural people discussing together; Education, economic, social.

They also quote as an authoritative agreement of minds, the following statement adopted by extension directors at their 1946 workshop; objectives stated by directors in Wisconsin:

1. Improvement of the economic, social and spiritual well-being of the farm family.
2. Improvement of farm income through the application of science and farm mechanization.
3. Encouragement of people to be wiser consumers.
4. Improvement of health through better nutrition and more adequate health facilities and services.
5. Improvement of family living through better housing, rural electrification and more adequate labor saving equipment.
6. Improvement of educational and recreational facilities for the home and the community.
7. Improvement of a better understanding of and more effective participation in community, state, national and international affairs to the end that constructive policies may be determined.
8. Improvement of the conservation of resources so that future generations also may have a good living and the general welfare thereby be safeguarded.

In a program of work, the people and the agents state some general and working objectives, most of which have to do with production. But the exercise of developing the program is working toward an educational objective.

1. Objectives become criteria for developing a program and are criteria for procedure. This is true of our unified farm and home program and of supervision. Let me illustrate what distinguishes educational objectives from those which are material, by a little amplification of an illustration by Dr. Tyler:
  - (a) A shoe salesman's objective is to get shoes to people and money to the store.
  - (b) An extension clothing specialist's or home demonstration agent's objective in regard to those same shoes, is to get the people who buy them to know the value of comfort, of appearance, of workmanship, of materials, of a combination of these; to weigh the satisfaction against the cost and against the lack of other things which that money could buy; and finally make a decision as to what course of action offers most satisfaction.

2. Education has a responsibility to help people solve problems. If our teaching just "helped people change from the witch doctor to the extension agent" as their authority, we have not helped them develop skill in problem solving. So in developing the unified farm and home program, if we help people analyze their situation, state their problems, and think through the solution, we have worked toward our educational objective. Similarly in supervision, if the district agent helps the agents see a situation by analyzing its factors, stating its problems and working out the solution instead of merely following instructions, he has worked toward the educational objective of supervision. Program development and supervision are problem solving activities. Opportunity must be provided to practice solving problems in order for the participants - either leaders working on the program or agents working under the district supervisor - to develop skill in that activity.

Let's look further into this parallel between the unified farm and home program and supervision:

1. The production goals in a county farm and home program can be to some extent set up by any one section independently as:

- (a) A committee of men working with the county agricultural agent can decide to make more money by producing more and better beef cattle and go further into planning the pastures, silage, and breeding.
- (b) A committee of women, working with the home demonstration agent can decide to make their houses more beautiful and convenient by remodeling the floor plan, refurnishing or replacing the furniture.

Each group can accomplish these goals if they rule out everything else and proceed ruthlessly.

- (c) But if these goals are to move from the material into the spiritual, there must be a committee of both men and women who discuss together the purpose in money making and home making. They bring out that the reason for either making a higher farm income or making the house beautiful and convenient is that the family may live better with more satisfactions. They go into the background situation and analyze its features. They discuss:

- (1) The switch from some of their crops to pastures, the cost of breeding animals, cattle cycles, how long it will take to pay off.
- (2) The possibilities of social life in their county, their contributions of home improvement toward social and spiritual life of home and community.
- (3) The decision as to how much each of the above production goals would contribute to their ultimate goal - decide the relative importance of each production goal in working toward the spiritual goal of a satisfying life.

Helping agents to help people go through these processes of analysis and decision in the formation of a unified farm and home program is one of the goals of supervision. Supervisors may well ask themselves the question noted in a recent cartoon of an interviewer, "I see you have listed ulcers on your personal data sheet; have you any of the other qualifications necessary for a supervisor?"

Dr. Halsey's chart on Supervision and Kelsey and Hearne's statement on Principles of Program Building can be used interchangeably each to describe the other activity.

### Principles of Program Building

1. Is based on analysis of the facts in the situation;
2. Selects problems based on needs.
3. Determines objectives and solutions which offer satisfaction;
4. Has permanence with flexibility;
5. Has balance with emphasis;
6. Has a definite plan of work;
7. Is a teaching process;
8. Is a continuous process;
9. Is a coordinating process;
10. Provides for evaluation of results.

<u>WHAT</u>		<u>HOW</u>	<u>PURPOSE</u>
Supervision is	(Selecting )		
	(Interesting)		
	(Teaching )		(Skillfully )
	(Measuring )	(Fairly )	In order to (Accurately )
	(Rating )	People (Patiently)	cause them to (Intelligently )
	(Correcting )	(Tactfully)	do their (Enthusiastically)
	(Eliminating)		assigned tasks (Completely )
	(Commending)		
	(Rewarding )		
	(Harmonizing)		

The building of a unified farm and home program and the supervision of extension agents are both activities during which not only the structure but also the builder grows.

A PLAN OF WORK

L. L. Self, District Agent, Alabama

A long-time farm and home program (one program per county) and an annual county extension plan of work (one plan of work per county) based on the long-time program are essentials in program development. To be effective, both the long-time program and the annual plan of work must be the result of thorough study on the part of volunteer local leaders (men, women, and 4-H) and extension workers. Local leaders should be representative of all sections of the county as well as various interests in the county. Farm, business, and professional leaders should be included. The leadership must include farm, home, and 4-H leaders since one program and one plan of work will cover all phases of extension activities. Leadership should be organized as a continuing body and designated as the county extension council since their work with the county extension personnel will be a continuing job. New leadership should be selected as the necessity arises.

The long-time farm and home program should point up problems and make recommendations. It should serve as a guide for the development of annual county extension plans of work from year to year. Revisions in the long-time program should be made when a careful study by the county extension council, in cooperation with the state and county extension workers, reveals the necessity.

The annual county extension plan of work should indicate those phases of the long-time program to be given consideration by leaders and extension workers during the year. In other words, the annual plan of work might be termed one step toward the solution of problems revealed by the long-time program. It is a summary of the educational work extension workers and the people of the county, through their chosen leaders, believe should be done by extension workers during the year. The plan of work should not attempt to point up work for other agencies or groups working on specific enterprises or projects. Extension workers, as representatives of one of the three divisions of the land grant college, have two major responsibilities, namely; to take the findings of research to farm and urban people (men, women and youth) and to encourage them to accept recommendations relative to the farm and home. Extension is the one agency that works with all segments of the farm and home.

We, in Alabama, find the use of commodity committees very effective in annual plan of work development. They are sub-committees of the County Council. These sub-committees, together with county extension workers, review segments of the long-time program pertaining to their special interest, study results obtained during previous years and review suggestions prepared by subject-matter specialists. They prepare, in cooperation with county extension workers, the proposed plan of work for the specific commodity. This proposed plan is presented to the council as a whole for their consideration and approval. Enterprises not included in commodity committee planning are discussed and planned by the council as a whole. Final plans should include all enterprises to be included in the year's work even though some of them may be considered of minor importance.

The plan of work in its final form should be divided into three sections: farm, home and 4-H. Enterprises to be worked on during the year should be clearly defined. A short summary of the existing situation, goals, and procedures to be followed should be included under each enterprise. The completed plan should include a short statement of endorsement over the signatures of council members.

Annual County Extension Plans of Work Serve a Four-fold Purpose:

1. A means of informing the people of the county of educational work to be undertaken during the year by county extension workers. Copies should be mailed to all members of the county extension council and to other representative leaders: farm, business and professional throughout the county.
2. The basis of extension program execution during the year. The county staff should prepare, for their use, a calendar of work by months showing the work to be undertaken. The staff should meet weekly to discuss and plan activities for the staff as a whole.
3. A guide for extension subject-matter specialists in planning their work with county extension personnel. Each subject-matter specialist should have a copy of each county extension plan of work and of the calendar.
4. A guide for extension supervisory personnel in their work with county extension personnel.

A PLAN OF WORK FOR MEETING THE RESPONSIBILITIES  
OF THE  
SUPERVISOR FOR PROGRAM DEVELOPMENT

Mary E. Coleman  
District Supervisor, Alabama

I. Need for Plan:

Field so broad  
Work with so many groups  
Responsible to so many people  
Plan helps us to keep our aim straight in reaching  
goals and objectives.

II. Program Founded on County Extension Council Working with County Extension Unit:

Program all inclusive and reaches out over longer period of time  
Annual plan is segment of program with goals that are to be  
reached during the year.

III. Responsibilities of the Supervisor in Relation to Program Development:

A. Administration:

Middle man between administration and the county;  
Must keep in mind practical application but also absorb  
and transfer vision and inspiration;  
Should help establish the policy and framework that allows  
program development in line with needs.

B. Program and Plans:

- Sell county leadership on need for task;
- See that local leadership is developed;
- Be sure needed information is made available;
- Plan becomes basis for supervision;
- Planning is a continuous process, brought to a head when plan is actually put in print.

C. Personnel:

- Locate and employ qualified people;
- Train: Induction training for new personnel
  - Arrange in-service training for regular personnel
  - Arrange special subject matter training to meet needs
  - Individual and group conferences on policy, etc.
- Supervise and evaluate.

D. Specialist Assistance:

- Arrange for effective use in meeting objectives of long-time program and annual plans of work

E. Budgets:

- Accept assigned responsibilities

F. Public Relations and Cooperation:

- Essential to keep in contact with and maintain good will of government officials, organizations, and groups in carrying out plans of Extension program.

G. Reports:

- Essential for completed job;
- Study and analyze in relation to work planned.

H. Educational Preparation and Evaluation:

- Must keep current or program is crippled;
- Continuing study of programs, plans, program operations, teaching techniques - a basis for future improvement;
- Personnel and program evaluated in relation to objectives.

TECHNIQUES SUPERVISORS MAY USE  
IN DOING AN EFFECTIVE JOB IN COUNTIES  
(From a district-wide standpoint)

W. I. Glass  
District Agent, Texas

Miss Cooper and I divided our assignment to eliminate duplication. She will discuss it from a county standpoint and I will attempt to discuss it from a district-wide standpoint.

First, I should like to say that agents, who have been in the service for an appreciable length of time, have only one thought in mind - service to farm people - and they welcome suggestions - they are easily supervised - they are constantly on the lookout for techniques and want to keep up-to-date on subject matter and methods.

For the purpose of this discussion, we will assume the 55 agents of District 4 are all on the job and are going to stay. Our job then is to employ techniques that will get results - results that mean a higher standard of living and a more satisfying life for farm people.

Techniques from a district-wide standpoint should first be employed in the District Agent's office. The two District Agents should go to the field with a thorough understanding - after compromise - of the methods to be used in initiating a program. They should be in full agreement - agreement to the extent that agents will know and feel it. Our agreement begins with our secretary. We don't ask her to make decisions in regard to whose work she will get out first. We decide - based on importance of work, who is leaving first on a field trip, who is behind in his work because of a field trip, etc. We write many joint letters. In fact, all letters are joint if the content is of concern to all agents. Usually these letters are prepared by both of us while in office. Occasionally, while on a field trip together, we will agree on the content of a letter and the first one to the office writes it. Each of us has written joint letters when the other was out of town and information needed to go out. We believe it pays big dividends for everyone to get exactly the same information and for them to know we are in agreement on it.

#### Democratic Process

Agents understand that they are to assist in carrying out all Extension policies. However, on all other district-wide matters and programs, they make their own decisions - usually settled by majority vote. Once a matter is settled the minority is to work on the program, too - and they usually do.

We are a definite part of the Texas A. & M. College system and we are all proud of it. We do, however, try to get the agents to feel a special pride in District 4. We try to get them to recognize that there is just one Extension program - a program by and for the farm people of these 19 counties. We insist on each person expressing his opinion on any subject and using his own initiative. They like it that way.

## Community Improvement and Community Pasture Contest

At a meeting of all county extension agents in the district, we discussed all angles of the community improvement program - a program to serve every person in a community as well as all groups and organizations. They decided by majority vote that it was good and should be adopted. They set a quota of at least one organized community in each county the first year and to increase the number as we gained knowledge and experience. Even though we have never reached our minimum of one per county, we now have 40 organized communities with a dozen others beginning. Many more are organized on a smaller scale. Twenty-five communities are organized for pasture improvement. The beef and milk production from some of these pastures doubled the first year.

## Community 4-H Clubs

The agents in a meeting called to discuss 4-H Club work recognized that time during school hours for club meetings was wholly inadequate and that it was desirable to organize joint community 4-H clubs - clubs that could meet in their home communities and for any length of time necessary. The last survey showed 38 in operation and they are doing some outstanding work. The State 4-H Club staff furnished the information and the agents made the decision. It was their program when they made that decision.

## Joint District 4-H Club Camp

Five years ago we were holding separate camps for boys and girls. In my opinion, the boys' camps were entirely unsatisfactory and inadequate, though most county agents thought otherwise. Even then I believe all county home demonstration agents were for joint camps. In a district meeting of county agents, we discussed the matter fully and they expressed themselves as doubting if it would work satisfactorily. When it looked like it was going to lose, I asked them to try it once and if it didn't work, I would be the first one to admit it and not ask them to do it again. Just then one of the older agents made a motion to try it on a one-year basis to please Mr. Glass. The motion was seconded and carried. However, Miss Cooper and I knew it was on a trial basis and we never worked harder nor used more tact than we did during that four-day camp. On the last morning we called the agents together and I told them I remembered the proposition I had made them previously - that I had no comments nor recommendations to make but did want to know their reaction to the camp and what they wanted to do the next year. Briefly they thought it was the best camp they ever attended and in less than five minutes voted unanimously to continue joint 4-H camps. We then asked the county home demonstration agents what they thought and their reaction was exactly the same but they reached their decision in less time. Since then no one has ever raised the question again. We assume and hope it is permanent. Our programs have improved too. We asked the older boys and girls to help our General Committee plan the camp program and we put their ideas into the program. We have eliminated such things as rifle shooting, boxing, wrestling, etc., and have added study groups on Four Square Development, Crafts, Safety, and Recreation. Then, of course, we have swimming, night and flag ceremonials, etc.

### District Judging Contest

Would there be any advantage in holding a joint district 4-H judging contest. This is a district elimination to select the teams and individuals that will represent our district in the state judging contest. The question was put before many agents individually because a district meeting was not scheduled for the near future. Invariably, the answer was something like this, "Why not - we work together on everything else and, too, many of our contests are joint permitting boys and girls to compete." We then asked what the disadvantages were. None could be suggested. Therefore, we held a joint district judging contest in 1952 and at our district meeting last fall we put it to a vote of the county extension agents to see if they thought we should continue. Yes, they were unanimous again and our next joint contest is scheduled for April 25 at Arlington State College, a branch of Texas A. & M. While boys and girls will be competing in vegetable demonstration and shrub identification contests, other girls will be in the dress revue and other boys will be judging livestock. Two hundred fifty club members will participate in 18 contests.

### District 4-H Club Council

Two delegates, a boy and a girl, from each county plus the 5 officers elected from last year's council, making a total of 43 members, constitute the District 4-H Council. This program was accepted by the agents in 1949 after holding a District 4-H Laboratory to discuss ways and means of improving 4-H Club work. The council has as its purpose to promote and encourage 4-H Club work and to coordinate 4-H Club activities in the district. They have sponsored such things as county line 4-H Club signs, the application to the army engineers for a district camp site on Garza-Little Elm Lake, assisting in outlining programs for district camps and in carrying information back to their counties. They meet for a whole day twice each year as a full council. We are now planning to have a meeting of the executive committee and others will get together at Round-Up. The chairman of our district council and an elected member of the opposite sex are our delegates to the Texas 4-H Council or committee which meets during 4-H Round-Up and the 4-H Junior Leadership Laboratory each year. As a result of their membership on the district council and other opportunities that go with it, many fine junior leaders are developed.

### Budgets

By conferring with all agents in the county, we decide on the amount of money we should ask for salaries and other expenses. Then, one of us presents the budget to the Court or County Judge. In either case, the two county extension agents are asked to go along. Only serious conflicts prevent their presence. Usually, they help the cause. Last summer during budget time I was out of the State and Miss Cooper handled about two-thirds of the budgets in the district. The summer before she was away and I handled them. What we get is usually based on the financial condition of the counties and the recognized ability of the agents. Right or Wrong - each agent in a county gets to see the budget. Each one knows the county salary of the other. It has not caused trouble. I believe it helps morale to put everything on the table.

### Specialist Help

Specialist help for district and sub-district meetings is arranged through the respective district agents. If it is a series of clothing or food preservation schools, Miss Cooper arranges them. If it is a series of livestock or 7-step cotton meetings, I arrange them. If we are to have a series of program building meetings, we both arrange them. In that way, we think we get more help from the specialists and that agents benefit more, too. More people are served with less effort and travel.

During 1952 we arranged 25 sub-district meetings where agents were brought up-to-date on subject matter and methods by the specialists. Joint meetings were held when we discussed such subjects as community improvement, preparing 4-H record books, etc. One meeting was for assistant county agents where two specialists spent the day teaching them improved ways of presenting method demonstrations. One was a food preservation meeting and so on down the line.

### Research

We have three experiment stations in the district and we have a relationship that is mutually beneficial. Each station holds an annual Field Day. Our county agents serve as guides after receiving the proper training the day before. Naturally the agents benefit greatly from being brought up-to-date on the progress of all work being conducted. They receive progress reports throughout the year and take advantage of the privilege of visiting the stations any day of the year for individual conferences, to view experiments or to tour the stations with groups of farmers.

Whether it is technique or something else I should like to summarize our method of doing our job on a district-wide basis. We cooperate with each other and urge the agents to do likewise; we believe in one Extension program; we plan joint programs where applicable; we get information on subject matter and methods to our agents regularly; we try to inspire the agents to greater heights; we let them decide everything, except Extension policies, by the democratic process; and we reward them for jobs well done by praise and occasionally by promotion. By working this way we think we get more and better work done.

### TECHNIQUES SUPERVISORS MAY USE IN DOING AN EFFECTIVE JOB IN COUNTIES (County-wide Part)

Lida Cooper  
District Agent, Texas

First, I want to say that we have no special tricks or techniques for doing an effective job in the counties. Much we have learned from study, training meetings and observation - but a lot has come through the "trial and error" method. Whatever we have accomplished I believe it is because Mr. Glass and I are honest and frank with one another. Needless to say, we some times have some arguments and much discussion, but we come to some definite agreement and understanding before we leave our office for a field trip - some times I win and some times Mr. Glass. I'd say its about a 50-50 proposition.

Because we find this works we encourage the agents in the counties to do the same. We like to and do as time permits hold conferences in the counties to discuss with the agents jointly their responsibilities. This is particularly helpful in counties where there is a change in personnel and in counties with more than two agents. We think office conferences of county personnel held at regularly scheduled times is most effective. This gives the agents an opportunity to inform the others of their activities, plan for joint work and affords an opportunity to iron out petty problems and misunderstandings. Because of the heavy work-load and many activities, it is possible for agents to go for days at a time without seeing one another. A majority of the counties do hold regularly scheduled conferences.

When we go to the counties at different times, we make an effort to see all the agents. If there are problems the men want to discuss with me, I believe they feel free to do so, and likewise, the home demonstration agents discuss their problems with Mr. Glass. We each make an effort to report this to the other upon returning to the office.

As Mr. Glass has told you, the agents go with us to meet with the Commissioners' Courts to present the county budgets. They know and understand the situation. We believe so long as everyone is informed and that there is nothing going on that all agents do not know about, that this goes a long way in making for better relationship. The agents are usually responsible for the hiring of their secretaries. Again, they consult with one another as to qualifications, responsibilities, and then all agree on the person to be employed.

We would not have you think that we do not have some personnel problems. We do, and so long as we deal with people we will continue to have. When differences arise, we say to the agents, "Sit down and try to work it out together." If this doesn't work (although it usually does), we go to the county and in a joint meeting of all agents discuss the question, point out possible solutions and come to some agreement.

Supervisors all have much the same problems whatever the field, race, color or creed. One of the greatest responsibilities is that of building morale which will enable them to work together as a team. We strive to keep up the morale of the agents by recognizing them for jobs well done. This is done by writing them a letter, telling of special work or showing material they have prepared, to other agents (individually or in group meetings). This, of course, must be done tactfully. If too much attention is given one individual, it can hurt him with other agents. We try to call to the attention of the administrative staff outstanding accomplishments or events planned by agents. Certainly the greatest recognition is by giving them an increase in salary (when funds are available) or a transfer to another county with better salary and greater opportunities.

All county extension workers are mature, educated people capable of working out their problems. However, some personalities work together more harmoniously than others. In transferring agents, we like to discuss together the personalities of agents that are involved - how the home demonstration agent or county agricultural agent work in a particular county, how well she could fit into the local situation, and how well the agents can work together. We may not always agree but it helps to have the other's viewpoint and some times Mr. Glass points out some characteristics or problem that I have not recognized. Often times Mr. Glass asks who would you put in blank county and I do the same. I think I know his men well enough (and he knows the women, too) to offer suggestions. Not more than two months ago he had a vacancy in a county where it was most important that we

have the right person, I am not sure I waited for him to ask for my suggestion, I thought I knew just the right man. I am sure he thought the same without my suggestion for he did transfer this agent and we could not ask for a more congenial, better working group of agents (four agents in this county). I do not feel that Mr. Glass makes my decisions nor do I think he feels that I make his, but only by having a good overall picture of the work in the county are we able to make such suggestions.

We think our 4-H program has been strengthened because of the joint activities that Mr. Glass has told you about. The agents have their club meetings at the same time and travel together. This not only saves travel expense but they have an opportunity to plan together and it strengthens the work and makes better relationships with the school officials. If one of the agents is unable to attend, they plan together for another date and clear it with the club officers, leaders, and school officials. Just last week we had six agents out of their counties attending a conference at headquarters which meant that their six co-workers had to change their schedules entirely. I heard one of the home demonstration agents discussing this problem. She recognized it as such and was planning what she would do during this time. She was not complaining, she knew some time the situation might be reversed. The community 4-H clubs usually meet at night. The boys and girls meet jointly or separately depending on the demonstration. Always they have recreation and the program jointly.

Recognizing the need for more 4-H adult leaders, with the assistance from the 4-H Club staff, we have some leader development work underway. We have recognized from the beginning that all agents in the county would have to be "sold on it" or it would never go. I recall that in one county at the initial meeting the county agricultural agent came to the meeting planning to stay only a short time. He became so interested he stayed for the entire meeting. In another county the leaders seemed more interested in the beginning than the agents, but since then all four agents are working together and planning the work along with the adult leaders. In this county the program would never go over if all four agents were not interested. They have had county meetings and community meetings with all agents present. Likewise, the agents work together on special events. Mr. Glass told you of the District 4-H Camp. The four girls and four boys, who attend this camp, know before they go that they will be responsible for helping to plan and develop a county 4-H camp or rally (depending on the facilities). Following our district camp last year, I visited the Grayson County Camp. The agents were present and ready to offer suggestions and guidance but the boys and girls, who went to the district camp, were doing the work - crafts, recreation and singing, and I have never seen a more impressive ceremonial. I shall never forget going to a rally in Hunt County and seeing both boys and girls teaching the craft work to part of the group and others directing recreation. Twelve counties had joint camps or rallies last year following district camp.

I cannot think of any special events that are not joint, such as special programs during 4-H Club Week, 4-H Club Sunday, and achievement events. We thought a television show held during the recent 4-H Club Week was outstanding. We had some 20 boys and girls in uniform representing all club members, a typical demonstration given by a home demonstration agent to 4-H girls, one for boys, a Gold Star boy and girl, a father and mother, local adult leaders, agents and district agents, Director Gibson, and Chancellor Gilchrist who was presented a pin and scroll by both a 4-H boy and girl. Tarrant County had its entire achievement program televised this year. Many of the counties have regular radio time for assistant agents, as well as other agents who work with the 4-H members. These agents sometimes have joint programs, sometimes they take it time about, or if necessary they substitute for one another.

We believe the local achievement events have been an effective means of developing 4-H Club work. In Cooke County, the achievement event is an annual affair sponsored by home demonstration club women. They prepare and serve dinner for the county winners, parents, leaders and friends of 4-H. Just last week we attended a joint county-wide event for outstanding 4-H members in Collin County. Again the dinner was prepared and served by home demonstration club women.

At many of the county fairs, joint 4-H exhibits are on display or during 4-H Club Week exhibits are placed in local show windows.

We are particularly proud of the 4-H highway signs. This was planned at the District 4-H Council. The first year only one county reported progress. This was definitely a stimulus -- today 11 counties have reported the making and placing of 48 highway signs. The boys and girls have had fun painting these signs. One hundred ten boys and girls, parents, leaders and agents, were present for the dedication of the first sign in Fannin County last fall. They had a part in making this and it was theirs.

The agents in Grayson County reported that rain, sleet and snow did not prevent 40 boys and girls and adult leaders from being present for the dedication of their first 4-H sign in December.

While we think 4-H work is highly important, this is not the only work that is done in the counties. Mr. Glass has mentioned the community work. We have been quite pleased with the results. Again we never could have accomplished anything had it not been on a joint basis. We both had to work together on this; likewise the agents. The agents in the counties work with leaders from the communities, attend the community meetings, assist with plans for making improvements, work with the program committees and give demonstrations that are timely.

Agents work jointly with special interest groups. In conference with agents in Tarrant County last week, the home demonstration agent and county agricultural agent told of how they were working on home orchards. The home demonstration club women had chosen home orchards as one phase of the foods program that they would work on this year. The two agents joined forces in presenting the subject matter. In Ellis County, the home demonstration agent recently called in the county agricultural agent to give a garden demonstration to home demonstration club leaders. He was far more experienced in gardening and was able to give this demonstration in a more forceful way than she could have.

In program building we have gone together to the counties and in a joint conference made plans for the development of the work in the county. This same plan is being followed by the agents by working with both men and women in the counties and communities. We believe that work of a joint nature should be done as such. Certainly we all know that there is a vast amount of work done in counties that cannot and will never be done jointly, but the agents should all have an overall picture and interest in developing a county extension program. As we work with agents individually we assist them with problems relating to their special activities, help in developing plans of work, making reports, visiting demonstrations. As time permits, we go to the counties and observe the work of the agents in club meetings and special events. This is perhaps one of the most satisfactory ways of seeing and learning first-hand how the agent works in giving subject matter, working with people developing demonstrations. It affords an opportunity of offering suggestions on ways of improving the work.

We would not have you think we do not have problems. We, like everyone else, have agents that are not doing the type of work we would like to have done. In such cases we talk to the agents very frankly pointing out their weaknesses and arrange with specialists to give them some special help. If this does not work, we encourage them to try another field of work to which they are better suited; fortunately for me, matrimony often takes care of the situation. If all else fails, we have to do the hardest thing any district agent ever has to do - tactfully and calmly as possible, ask for their resignation. It perhaps is the kindest thing to do.

Whatever we have said this morning, we hope sincerely that we have not left the impression that we are doing some "Texas bragging." We have tried to tell you as best we know how the way we work to try to do an effective job in the counties in which we have been given the responsibility of developing and carrying out an Extension program.

WHAT IS THE RELATION OF THE SUPERVISOR TO THE SPECIALIST AND TO THE COUNTY EXTENSION AGENT IN A COORDINATED EXTENSION PROGRAM?

R. W. Shoffner  
Assistant Director of Extension Service  
North Carolina

The subject of this discussion is put in the form of a question. Now, we should begin to think of our positions as supervisors as it is related to the specialists and the county extension workers. It is not possible for me to know all the facts with reference to this relationship, state by state; therefore, my experiences are based primarily on the work in North Carolina, but hope to broaden my viewpoint to where it will cut across all of the states represented in this meeting.

In discussing this subject from the viewpoint of the supervisors, specialists, and county agents, I am taking into account and referring to these as supervisors, county agents and specialists for both men and women and if I happen to leave out the word men or women, at any time, I want you to just remember that I am referring to both workers unless I call it to your particular attention.

In discussing a subject of this nature, I would like to drop back just a short distance and I am particularly more conscious of this being in the position that I now hold in our Extension organization, and that is the relationship of the Director's office to the supervisor's. I am confident that this has a great bearing on the supervisors and their relationship to the specialist and county workers. There must be a clear understanding by the supervisors from the Director's office as to their responsibility in the Extension program and it must be clearly defined and understood that the supervisor will have, should I say, arm room to do their best work. As I view the supervisor's position in the Extension set-up, or district agent's, whichever you prefer to call it, they make up the Board of Advisors for the Director's office. The Director must rely upon the supervisors for an over-all picture of the Extension work and grass roots information for the State Administration. As we in North Carolina understand the supervisor's responsibility, it is to administer and supervise the Extension program within his or her

respective district and the Director's and Administration's policies must channel through the supervisors to county workers. Therefore, this explains the reason why there must be a clear and definite understanding of the policies with reference to the Extension organization. This same understanding from the Director's office must be on the same level with the specialists as to their position.

With this preface, I might state that I am keeping in mind the facts that the various states differ considerably with reference to the supervisor's responsibilities in the Extension organization. In some states, the supervisor has only supervisory responsibilities, in others the supervision and employment of personnel in others the supervision and employment of personnel, supervision of programs, or over-all supervision, and of course there are variations to this and very good reasons for each. These reasons, of course, may be due to the College set-up -- the relationship of the specialists and the departments under which they work. Specialists may not be housed with the departments in which the subject matter is coordinated, or the specialist may be housed away from the Land Grant College. Sometimes the set-up for the home demonstration work may be so that it makes it difficult to carry out a program. In our State, the teaching of home economics is not in the Land Grant College where we have headquarters for the Extension organization. This is a handicap to their work and I am aware of all of these variations and conditions as they exist from state to state. However, there are a few fundamentals that are the same throughout all states.

What should be our relationship as supervisors to the specialists? Is the specialist's program of no concern to you as supervisors? Do you know what the specialists are training your county personnel in? Is the information that they are giving your agents the latest information and the best methods to use? Of course, to me there can be only one answer to these questions, and that is, there must be a very close relationship existing between the specialist and supervisor. However, there is absolutely a different function of the two groups. The primary purpose of the specialist, as I view it, is that they are to keep the county personnel trained in subject matter and the latest techniques in transforming this for use by farm people, to help formulate and plan programs, the channel through which applied research is transferred to the county agents and supervisors to confer with the supervisors on new programs, and to prepare outlines of service and assistance which they can render agents within the counties. These are just some of the many things that specialists do in a well-planned and carried-out program. This relationship must start with cooperation. Neither the supervisor nor the specialist, as I see it, should work out a program irrespective of conferring and cooperating with the other. Sometimes some of us have the tendency to take a short cut, work out a program and then take it to the other person and ask his opinion. In order to be congenial most of us say it is fine and we think it will work. This is not cooperation. It has been started wrong. The supervisors and specialists should work together in formulating a state and county program, keeping in mind the county and state needs, also the agent's needs with respect to his particular county. The level on which the material is prepared might be different from one agent to another. It might be different from the viewpoint of the farm people. The exchange of ideas and information by specialists and supervisors is a very important phase of their relationship. There must be considerable diplomacy used in certain phases of this cooperation. Throughout the year specialists and supervisors should confer, especially after trips by specialists to various counties on the manner in which the county personnel is conducting the program. Sometimes the specialist will be in better position to determine to what extent the program is progressing -- more so than the supervisor. If there is a good relationship existing between the two, this can be discussed to the advantage of the program and the agents involved, providing they consider this in a constructive way. It would not be to the advantage of either to begin

to get information from counties and use it in a way that you break down the confidence of the agents or specialists' relationship. Then as to the visits to the counties by the specialists, this may be by request of the supervisor, or it may be by the request of the agents. I don't think this makes too much difference as to who requests the specialist's services, providing there is an understanding existing as to why the visit is being made.

We have a plan in North Carolina in which we have the specialists prepare a list by subject matter, the services which they can render to the county Extension workers. After all of these have been compiled, they are put into a booklet form and sent to the counties or taken by the supervisors. Prior to taking this to the counties, the supervisors and specialists confer with reference to the material and decide what phases of the program might be given more emphasis than others. We call the agents together by districts and have the specialists meet with the agents, making their suggested plans for the various counties and at that time the agent lists the specialists by name and the approximate date that he or she would like to have the specialist visit his respective county. After returning to the State office, the specialists take this information and in cooperation with the supervisors make their plan of work. They are then in position to make adjustments in visits to counties. We find this to be one of the best means by which we can coordinate the efforts of the agents, specialists, and the supervisors.

Another phase for our discussion is the relationship to the county extension agents. It would probably look odd for me to use much time on a question of this type when the answer is so obvious. There must be the best relationship between the supervisor and the county extension agent. As I see it, the supervisor is the middle man or middle woman in the Extension program. I have, at one time, heard a man put it like this, "He is the middle management." The supervisor is the extension agent's immediate supervisor and this should not be over-looked, but it should be guarded from the standpoint of the supervisor in that he or she should not make a special point of it. As long as the supervisor can stay on or as near the same level of a "fellow" as their agents, it goes for better relationships. The supervisor, or middle man, is the means by which information, programs, problems, and everything you might mention travel from the Administration to the county, to the specialist, and to the general public to a great extent. The supervisor must have the respect and cooperation of his agents -- he should be a true friend and counsellor. The supervisor is in position to give guidance and assistance to county programs and organizations and to the workers themselves. They must help with personnel problems and confer with the Boards of County Commissioners on financial problems and programs, public policy, etc. The supervisor should leave the agents free at all times to use all of their initiative and means by which they can develop all talents which they might possess. There is a danger of too close supervision -- from the standpoint of telling the agents everything to do. A set of rules cannot be written for supervising your agents -- every individual is different and must be considered so.

A coordinated Agricultural Extension Program depends, to a large degree, on a coordinated Extension personnel. There must be an understanding and a respect for the other extension worker's position. Each position holds a different responsibility and need -- that is the reason for having more than one employee in the organization. There must be understanding and cooperation between the Administration, supervisors, and the specialists; and I am sure if this exists between these three groups, the county extension personnel will soon know about it. This is a great stimulant for county cooperation.

The supervisors, men and women, must plan together and they must work together for the interest of the program as a whole. Have you as supervisors (men and women) ever tried sitting down at a table and working out the budgets of all of your agents and then taking the suggested budgets to the counties and worked out with them in a group the salaries of each individual so that each will see what the other is making? This is a means of eliminating a barrier of suspicion. Planning together generally means working together as a result.

Just a word of summary. There is no substitute for some type of state program of work, made up primarily from plans from each county. These plans should be understood by the supervisors, specialists, and county personnel. Supervisors and specialists should have conferences to discuss the program in general. They should have conferences of a confidential nature in which personnel and personal problems might be discussed. A MUST in a good working relationship, is an understanding and working relationship between the men and women supervisors as well as the specialists. This same cooperation and understanding between the county extension workers should exist. I like to think of the county program as being one program, not the men's program, not the boys' and girls' program, not the women's program, but a county program -- each worker fitting into the program as their position and training directs. After all is said and done, our ultimate objective and goal in the Agricultural Extension Program is -- BETTER LIVING FOR YOUR RURAL PEOPLE.

#### EXTENSION PUBLIC RELATIONS

H. C. Sanders,  
Director of Extension Service, Louisiana

When you mention a planned public relations program for the Cooperative Extension Service, many extension workers raise questioning eyebrows and ask "Why?" They say, "Aren't we good? Doesn't everybody know it? Don't we conduct the largest off-campus educational program in the world? Aren't we operating the largest youth organization in the world with more than two million members? Don't we have 1½ million women in organized home demonstration work? Aren't we generally credited with a large contribution toward making American agriculture the most efficient in all of the world? Haven't we been conservative in our requests, often returning to the treasury funds which could not wisely be expended, an almost unheard of thing for a governmental organization to do? Haven't we developed an international reputation so that where agricultural workers come from all over the world to discuss food production, they raise many questions concerning this program of decentralized education which is conducted through the Land-Grant College system of the United States?" Yes, all of those things are true, but unfortunately, everybody doesn't know about them.

There are a number of reasons why I feel that a planned public relations program by the cooperative Extension Service is a "must" today. First, many, many people and some of them occupying important positions in the United States have only a faint and hazy idea of this organization of ours. There is much ignorance and confusion about the organization, its purpose, and its method of operation. May I give you just a few examples. Recently, I talked to a Kiwanis Club in Louisiana. The Secretary of that club was the husband of an ex-assistant Home

Home Demonstration Agent in our State. He had a general idea of 4-H Club work, but had no concept of Extension Work in general. He asked many questions about other types of work we did. When I tried to explain to him our method of trying to reach all of the people, old as well as young, he immediately confused us with the organized adult educational program which is now being conducted in our State by the public school system. He said, "You have two classes organized in this parish, I understand." When I explained that we had no organized classes for instruction, that we used the farms and the homes, the fields and the streams for our classrooms, that our instruction covered the whole field of agriculture and home economics, he looked at me, but I felt he didn't understand what I was talking about.

A few months ago at one of our Banker-Farmer Clinics, I fell into conversation with a banker whom I have known for some 25 years. I had called on that banker in his office with the County Agent. In our conversation he said, "Sanders, just what is your connection with the United States Department of Agriculture?" When I explained that relationship to him, he said, "Well now how are you connected with the University?" Then I went back and tried to tell him how the organization was established and how it became a part of our Institution in Louisiana. And finally he said to me, "Well, just what is your connection with the county agents?" I might say that this man is only a banker, but he is also a farmer and a Vice President of the Louisiana Farm Bureau Federation.

We started out in Louisiana this year to either hold a conference with members of our Congressional delegation or to have them attend at least one Extension function in the State. We arranged for a conference with one Congressman and brought together all of the county agents from his district. He was very much interested in one particular problem which we discussed at some length. Finally, we asked him what he would like to know about us and about our work, and decided that we would ask each agent to state briefly the situation in his parish and then comment on his activities and accomplishments. The first County Agent began by saying, "Well, Mr. Congressman, you know we don't have any money to loan, and we don't have anything to give away except information. We are salesmen of ideas." As this County Agent developed that thought, the Congressman interrupted and said: "Now listen, aren't you responsible for the PMA program?" Of course, the County Agent said, "No," and discussed the situation. A little bit later the Congressman said, "I thought you were responsible for the soil conservation work." The County Agent explained that we had been instrumental in the organization of every district in the State, that we counsel and advise with them in every way possible, but that the Soil Conservation Service is wholly federal and completely controlled from Washington. Finally in astonishment the Congressman said, "Well, hell, my troubles don't come from you."

A little more than a year ago I called on the Junior Senator from Louisiana in his Washington office. Frankly, I don't think he ever really knew who I was and what organization I represented. He continually got me confused with the system of vocational agricultural education. He continually talked about what he had done for the school lunch program in Louisiana. I am not sure that even to this day he knows much about the Cooperative Extension Service.

However, it seems to me that an incident which happened on the floor of the Congress itself during the discussion of the Bankhead-Flannagan Bill some years ago points up the need for a public relations program as well or better than any other which I have given you. In that discussion there was much said about 4-H Club work. Finally, this Congressman was recognized and spoke as follows: "To get the record straight, the 4-H Club work was promoted many years ago by a private

individual ---and I have heard his name mentioned here today --- a man whom the United States and agriculture particularly owe a great debt of gratitude -- Mr. Tom Wilson. This work has been growing and it has been picked up by the Extension Service, \* \* \* \*". Certainly I agree that we owe Mr. Wilson a debt of gratitude but that Congressman needed to know that the Cooperative Extension Service had a well developed program of 4-H Club work before Mr. Wilson became interested in its progress.

Of all the factors influencing the operation of the Cooperative Extension Service, probably its decentralized nature is least understood and appreciated. With our swing toward centralization, with the increasing dominance of the federal government over state and local governments, with the planned and concerted effort to magnify the executive branch of the government and to belittle particularly the legislative, and to some extent the judicial branches, it is difficult for people to understand the decentralized nature of the Cooperative Extension Service. Along with our foreign visitors people cannot understand how it is possible to operate efficiently with a large proportion of our personnel at the county level with complete freedom to develop programs to meet local needs and local conditions. After talking with a foreign visitor in my office for some time several months ago, he finally said to me, "Do your orders come from Washington?" A little later he asked, "Who tells the County Agents what to do?"

No, my friends, everybody doesn't know how good we are. There is much ignorance and confusion about the Cooperative Extension Service. Unfortunately, the Cooperative Extension Service is today in a competitive situation. The word "Extension" is no longer distinctive. There are many Extension Services, some operating under names which do not denote their true character. Several months ago we found a commercial concern in our State putting out a circular each month using the heading, "Home Demonstration Newsletter." Our University has a General Extension Division which is rendering a worth while contribution to the people of the State. Some of us are aware of the large amount of Extension Work which is being conducted by federal agencies independently of and sometimes competitively with the Cooperative Extension Service. We do not have the distinction of being the only Extension Service in the field today.

Thirdly, this Cooperative Extension Service is using tax money and the public has a right to know for what its money is being spent and what value it is receiving therefrom. Personally, I am opposed to the expenditure of any public funds secretly. The public, particularly in our State, is becoming more and more conscious of taxes, and I think in the next few years all organizations and agencies will be called upon to justify their very existence.

We now have a public relations program. Is it planned to give the public the impressions that we would like for them to have? Are we leading the public to know and to understand the organization which means so much to us and which we believe means so much to the people of the United States? Notice I said in the beginning "A planned public relations program." Every organization has a public relations program whether it wills it or not. It's as impossible to avoid as is a shadow in the sunlight. Whether we plan it or not, consciously or unconsciously, we are giving to people impressions every day that we live and work. That being true, why not plan to give them that which we know they ought to have?

What is public relations anyway? Of what does such a program consist? When the words "public relations" are mentioned, most of us call to mind the vision of a person with a fine personality who shakes hands graciously, picks up the check at lunch, and who gives dinners and operates bars at conventions. That is not my conception of Extension public relations. Public relations is not what I call, for want of a better term, glad-handing. And likewise, Extension public relations is not publicity. Unfortunately, journalism has come to be too closely associated with public relations. Many of us feel that if we have the good will of the newspapers and favorable publicity, all other things will take care of themselves. By the above I do not intend to belittle the importance of friendly and cooperative personnel. And likewise, I am casting no reflection upon the importance of good publicity in a public relations program. But I am saying that they do not compose it. But that's a negative approach. What is it anyway? Our sub-committee on public relations spent almost three years meeting from time to time, and on various occasions we tried to put together a definition. Frankly, I don't think any of us were ever satisfied with the result. We finally included two in our report. Here they are:

1. Extension public relations consists of recognition of good work in a way that builds in the public mind an appreciation for the program.
2. Public relations is the reflection of the fundamental philosophy, aims, objectives, and accomplishments of the organization.

It would be presumptuous on my part to attempt to tell you how to develop a planned public relations program for your Extension Service. Possibly it would be worth while if we thought together about some of the principles that are involved in such an activity.

No program of public relations will be worth the time and effort unless it is based upon good personnel with a good program. Many people believe that good personnel and a good program are all we need. Frankly, I do not agree. However, I am convinced that nothing we can do will overcome the handicap of incompetent, unfriendly personnel who are dealing with trivialities instead of fundamentals. That is my mudsill, if you please.

Secondly, we need to spend some time making an inventory of the Extension publics. Actually this great mass of people whom we want to reach and teach about the Cooperative Extension Service is not a homogeneous mass. It's made up of many different segments, each with a particular interest. Our Sub-Committee on Public Relations divided Extension's big public into six areas as follows:

1. The college or university.
2. Other governmental agencies, state and federal.
3. Farm and home organizations, farmers' cooperatives, commodity organizations, civic associations and business organizations.
4. Elected officials, county, state, and federal.
5. Urban people.
6. Rural people.

You, in turn, I think would want to break these areas down further, being more specific under each category, deciding which groups are most important in your situation. Further I feel that an effort should be made to find out how much these groups know about the organization. Wherein are they deficient? Wherein are they misinformed?

Thirdly, I feel that it is necessary to develop in all Extension personnel wide acceptance of the aims and objectives and an understanding and appreciation for the philosophy of the organization and its method of operation. Do we in the federal and state Extension offices really believe in the soundness of a decentralized organization such as ours? Do all of us in the Extension Service actually believe in serving all of the people? Do we believe in a broad Extension program reaching into all areas of life, serving the needs and the enlightened expressed desires of the people? Do we believe in organized local participation in the development of that program? Are we most interested in developing people? Do we believe that the development of voluntary unpaid leadership is a contribution to the maintenance of democracy? Are all elected representatives simply "peanut politicians," the larger office, the bigger the peanut? These are some questions to which every Extension Service, in my opinion, should give careful consideration.

Fourthly, I feel that every Extension Service must develop an Extension platform. They must decide what they want the public to know about themselves. To me there are three basic planks in that platform:

First: A healthy, productive, prosperous, and free agriculture is essential to the perpetuation of our Republic.

Second: It is in the national interest that our agriculture be served by an Extension type organization.

Third: This Cooperative Extension Service is soundly conceived, democratically organized, efficiently and effectively serving the nation, with great potentialities for further development.

Out of those three we can develop the foundation and superstructure of public relations. Our defense of agriculture and our explanation of why and how it is important will pay large dividends in appreciation and goodwill on the part of farm people. It is not practical for farm people to so organize that they supply their own educational service. Some of the best Extension Work in France is so conducted and financed, but it is wholly inadequate and the French nation is suffering as a consequence. The administration of our organization is based on our time proved theory of checks and balances in government. Not many people are fully aware of how far we have moved toward national educational organizations in agriculture. Our organization is imbued with the ideal of service. It has a broad program. The Cooperative Extension Service is more interested in people than in purely material progress. It has emphasized the necessity for and the value of voluntary unpaid leadership. Our organization has been and is now operating efficiently and effectively. In many counties, there are more than 1,000 farms per field worker. Generally, we have more than 300 4-H Club members per field worker. About our accomplishments we have been entirely too reticent. Our modesty in this connection has long since ceased to be a virtue. Sometimes in Extension we have difficulty in being specific about our accomplishments. In far too many cases the Extension Service today is shooting a scatter load, we're covering the water-front, but we're not able to tell exactly how much we have been able to accomplish.

The fifth principle follows logically. Based on the Extension platform, we must develop procedures and practices which will, every day in everything that we do, carry the messages which we have in mind. A public relations program cannot be detached from ourselves, our program, our regular work. It must be woven into everything that we do or say. All of us need to remember that we're judged more by what we do than what we say. And generally what we do is judged in the light of our reputation. Good public relations is based on accumulated knowledge, which results in understanding, and good will.

May we move now from some general principles to some focal points for action. More than eight million people visit the local Extension offices in the United States annually. What kind of an impression are they getting? Did you ever start out to find a County Extension office, and after asking several people, be directed to either the basement or attic of the county courthouse? Then you walked down a long, dark hall, stumbled over a terracing level and a couple of broken canners and sealers, bumped into a box of unopened envelopes and two or three packages of bulletins that have been partially opened and scattered over the floor, and finally found a door that didn't have any name or insignia on it? Upon entering that door, you found a crowded office, not too clean or orderly with such furniture as was available, poorly arranged, all in all giving a poor and uninviting appearance? I have, and not all of those offices have been in Louisiana either. Many of our counties are poor, and if your state is like mine, you look to the county to provide the office and office equipment. Far too often, however, we have not arranged and are not using advisedly the space and the equipment that has been made available to us. How many of your offices have all of the equipment they need to do the Extension job? How many have adequate demonstrational equipment, a good lantern slide machine with a daylight screen, a tape recorder where a radio station is available, an electrically operated mimeograph machine, an addressograph, and other equipment of that kind? The public relations inventory which we made in 1950 from our appraisal showed that only 40 percent of the county offices were "Excellent" when we considered their cleanliness, orderliness, and state of repair -- the general impression they were likely to make on people who came to see county Extension personnel. Only 42 percent of the offices were "Good" when we considered size and general character of the space that was used. Only 47 percent were considered to have good equipment. While 84 percent of all county offices reported full-time secretarial service, only 53 percent reported that telephone calls, office calls, etc., were handled by the secretary from a public relations standpoint in a manner that was considered to be "Excellent." The county office is the firing line of the Extension Service. Its importance justifies a lot more attention than it has received in the past.

There is a lot in a name. There is a lot in a trademark. Commercial organizations spend thousands of dollars to make their name and their trademark well known. The name of our organization, though honorable, is entirely too long for common usage. Our official stationery in Louisiana carries this breathtaking heading: "Cooperative Extension Work in Agriculture and Home Economics, State of Louisiana, Louisiana State University and Agricultural and Mechanical College and the United States Department of Agriculture Cooperating." Can't we find a shorter name than that? I think so, if we set our minds to the task. We have no trademark by which the Extension Service is known throughout the country. Why can't we develop the general basic outline of a sign that will be used by every State in the nation? Frankly, I think we can if we ever recognize its importance and set our minds to the task. Some years ago we started out to develop a national slogan. However, we got off on a tangent, as we often do, and wound up adopting

one pertaining to the support of the family farm. Personally, I think the Extension Service is much broader and bigger than that. We are here to serve our people be they on family farms or corporation farms. We're serving agriculture in the nation's interest. Why can't we develop a slogan embodying that idea? Just to start your fertile brains to functioning in this connection, may I suggest that you consider the following, "Productive farms and happy homes for a permanent democracy."

May I hurriedly mention just three more. County program development procedures need a thorough overhauling in many States. Only slightly more than 20 percent of the county extension programs in 1950 were developed by an over-all committee representing men, women, and young people providing for full presentation at the county level and complete integration of all phases of work. In my opinion, no single act would be more far reaching from a public relations standpoint than to provide machinery and techniques for the universal application of such a method of county program development. In addition to all other values, it gives local people a sense of belonging, of being a part of the Cooperative Extension Service. I don't think we have a right to boast much of our decentralization until we make that process an operating reality.

Our elected representatives need far more attention than they have received in the past. In many States our only contacts with our local officials consist of fussing at them for the meagerness of their appropriations and quarreling with them when they request that we move unfriendly and incompetent personnel. Actually they are now appropriating approximately 25 percent of our total Extension budget of the United States. Why shouldn't the county commissioners have official representation on the county program planning committee? Why shouldn't we visit with them occasionally to talk about the progress of Extension Work in their county? Why shouldn't we make periodic verbal reports to them of progress and problems?

County government has been smothered with aspersions during the past 20 years. Big government, "Big Democracy," if you please, has been in the limelight and received all the adulations. Frankly, I don't believe that a mere change of residence, a mere move from Louisiana to Washington, adds to a man's knowledge, ability, or wisdom. I do not believe that Washington is endowed with Messianic attributes. I do not believe that county government is less efficient and more corrupt than the Federal government. We have a powerful ally in these conscientious, devoted, unselfish public servants, if we will show them proper appreciation and mobilize their abilities and resources. Why shouldn't our State representatives and senators be invited to Extension functions and be recognized for their contribution to the program? Somehow we have expected our Congressmen and Senators to be endowed with mental telepathy and thereby learn about Extension. I waked to the fact a year or two ago that we were not even sending them a copy of our printed Annual Report.

The public relations inventory to which I have previously referred showed that only 12 percent of the top level administrative college officials were well informed about Extension Work and that 31 percent had a general knowledge only. It also showed that 29 percent of Extension personnel had employment conditions less satisfactory than other college personnel. I can't keep from tying those two together as I believe that they are closely related. When our own family doesn't know us well or think well of us, how can we expect others to do so? And so I close where I probably should have started, at home. These college officials, Boards of Regents, Supervisors, Trustees, etc., Presidents, Vice Presidents, Deans and Controllers often held the destiny of the organization in their hands. It is

our responsibility to see that they know and appreciate the significance of the Cooperative Extension Service in the total program of the college or university. To do so is no simple and often no easy task. These men are extremely busy and with varied backgrounds. They are managing a most complex institution with many facets. They must develop harmony in working relationships and unity of purpose with a faculty and staff containing many prima donnas. Therefore, every opportunity should be taken to appraise them of this segment of the institution and its service to the people.

In conclusion, may I emphasize that public relations is not "your" job or "my" job. It is not the Director's job or the County Agent's job; its everybody's job. Public relations is not a program. It must be woven into the program, and all policies and procedures. Good public relations is not an end within itself. The end is a better and bigger Cooperative Extension Service supporting a productive, prosperous, and free agriculture and healthy, happy, and satisfying homes for a permanent Republic of freedom loving people.

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0 PANEL: Public Relations Activities and Responsibilities  
of the District Supervisor

K. S. McMullen,  
District Agent, University of Florida

1. Extension Public Relations Reappraisal

Developments in the field of agriculture in recent years have made it necessary for the District Supervisor to reappraise and determine basic principles of public relations. Levels of consideration:

- 1st. As to the Agriculture Extension Service - its function, duty, and obligation.
- 2nd. As to the District Supervisor - his obligation, decisions, and interpretation.
- 3rd. As to the County Worker - his position, conception, and program.

A. Basis of Determining Reappraisal of Public Relations:

- a. Fifteen years or so ago County Agents and Home Demonstration Agents only paid agricultural workers in field.
- b. There are a great number of paid agricultural workers in field today - S.C.S., P.M.A., F.H.A., F.C.A., P.C.A., Forest Service, and Vocational Agricultural and Home Economics Teachers in practically every high school.

c. Agriculture is organized -- strong commodity and general groups. Agriculture is highly specialized and mechanized and marketing, transportation, and communication are highly developed. The farmer, grower, and rancher are well informed. Agriculture is a big business.

d. 1862 -- Land-Grant Colleges established to teach agriculture and mechanic arts. Resident teaching.

1887 -- Research in agriculture established as part of Land-Grant College function. Development of scientific facts.

1914 -- Agricultural Extension Service established as part of Land-Grant Colleges. Extension of all new and scientific agricultural and home economics facts to the people.

e. Agricultural developments to date are the result of:

(1) Resident college teaching, research, and extension, and

(2) Intelligent management and hard work by the farmer, grower and rancher.

B. Reappraised Public Relations Approach by Extension:

a. Recognize and become convinced that by implication, intent, heritage, and by mandate of law that the system of

(1) Resident college teaching, research, and extension education by Land-Grant Colleges, and

(2) Intelligent management and hard work by farmers, growers, and ranchers is responsible for agricultural home economics developments to date and that this system must continue uninterrupted.

b. Continue enthusiastically and aggressively to plan and carry out a vital educational program that will meet the needs of an ever-expanding agriculture. Extension cannot afford to compromise or half-do this job.

Interpretation and application of a public policy as outlined above to County Extension Workers is a responsibility of the District Supervisor.

2. Identifying the Agricultural Extension Service

There is no place for an extension public relations program by the Agricultural Extension Service but public relations to properly identify the Agricultural Extension Service is a part of every phase of the total program. This is a problem of creating the correct understanding in the minds of all the people and can be done only through consciousness and effort by each Extension man or woman -- administration, supervision, specialists, and county workers.

The name of a staff member followed by his title, Agricultural Extension Service, College of Agriculture, University of Florida, United States Department of Agriculture, would hardly be quoted by the press in a news story. Yet, it is not sufficient that the County Agent be identified only as County Agent. The complete identification of an extension worker is confusing and difficult to establish in the minds of the public — name too long and too involved. Let us seek to simplify, but may we never forget the importance of the press, radio, farm organizations, civic, business and professional groups, and last but not least, individuals knowing through vital service and forever reminding the proper identification of every Agricultural Extension Worker. To this end the District Supervisor must continuously work.

Ernest K. Lowe  
District Agent, Oklahoma

What is public relations? This is nothing more than public opinions, attitudes, or thinking of the people. In other words, its just creating good will or getting along with people. Public relations involve just about all we do in carrying out our assignment as district supervisors. In order to do a good job in public relations, we just have to do a good job of supervision. This involves every moment of our time — from greeting our co-workers as we arrive at the office in the morning until we finish with a committee meeting that night in the Director's office on personnel and budget problems. Yes, this may involve such things as our dress, every day manners, and the way we answer the telephone — or even the kind of car we drive.

It is my belief that a large number of our personnel does not really understand just what is involved in public relations work. I often have agents ask me just why the Extension Service does not employ some one person to do this job for the organization. His thinking being that the entire job can be taken care of by someone touring the State at will, making speeches and shaking hands. This is not where public relations work in our organization should start or end. It is far deeper rooted than this. All employees getting along with people is the important thing.

They say that one of Will Rogers' famous statements was "I never met a man I didn't like." He would have made an excellent Extension worker. Will Rogers always strived to create understanding, mutual confidence, and respect. What else can an Extension worker do?

Can we overdo certain phases of public relations? Yes, we can go too far with words of praise and sometimes deeds. These cases usually occur when the person isn't sincere; that is, he is doing it for a selfish motive. Since all of you Supervisors have in your files at home a number of reports prepared and approved by the Supervisors who attended workshops in the past, I am not going into a discussion of the broader aspects of public relations. Those reports outline and discuss very admirably the problem of public relations work and the District Supervisor's responsibilities in this important phase of our job. I am sure all of you have read these reports and are using them in your work. Certainly, we are indebted to Mr. Sheffield and Miss Hogan for making this material available to us.

With your permission, I would like to spend the few moments that I have in discussing some of the sometimes called small insignificant things that may be the key to success or failure of our work as a Supervisor. The most important problem we have is that of keeping the agent and his family happy. This will mean keeping the agent bubbling over with enthusiasm at all times. Certainly, we will agree that an agent who is not happy cannot be worth too much to the organization. Now, this problem of keeping an agent happy just about involves, directly or indirectly, all the work we do. This being true, may I discuss a few of the problems that we are confronted with in order to achieve the objective mentioned above:

1. We must have the confidence and respect of the agents we supervise. The agent must know that his supervisor will represent his interest at all times. This representation will be on a state, district, and county level.
2. Working relationships among the county employees. The county staff must have a definite understanding as to each workers responsibility. This will involve definite policies as to who is responsible for certain phases of the program, such as 4-H work, press and radio releases, and developing certain specialized projects such as poultry, dairy, etc.
3. Fair and just salary rates. It is the responsibility of the supervisor to see that salaries in the counties are fair and in line with the individual's responsibilities and work load. This is for all Extension agents, assistant agents, and office secretaries.
4. Adequate office space, equipment, and supplies. We should see that the needed office space, equipment, and supplies are provided in all the counties. This will include demonstration material and visual aid supplies which are so necessary to make the work more effective.
5. Office hours and working conditions. There should be a definite understanding among the employees as to the hours each individual is to work each week. The general public has a right to know the daily schedule of all agents. They should know when he can be found in his office.
6. Personal visits to the county by the supervisor. Do we spend our time in the counties where it is most needed, or do we spend our time where it is most enjoyable? We all realize that the largest percentage of our time should be spent assisting the inexperienced agents and in counties where the program is below average.
7. Personnel changes in the county. When a change in Extension agents is made, it should be discussed with all persons involved before the change takes place. This will involve the man and woman district supervisor and all the Extension agents in the county.

8. Extension policies - Federal, State and County. Unless the agent is kept advised and up-to date on all such policies, he is at a disadvantage in carrying out the Extension program. These policies may affect, directly or indirectly, the entire Extension organization in the county.
9. Arrange district conferences for agents. These small group meetings afford the agents an opportunity to discuss specific problems among themselves. These conferences are valuable to both the county worker and the district supervisor. Many times a county problem can be solved in a meeting with the agents that could not be solved on a visit to the county which is involved.
10. Subject-matter assistance. The agents must have the needed subject-matter assistance. This may mean special visits by the subject-matter specialist or making available certain printed publications or recent reports by the Experiment Station.
11. Encourage the agent to develop a hobby. We know that most all of the Extension agents work long hours and are too busy for any great amount of leisure time. It is this group of workers that we should encourage to give more time to some form of diversion from daily activities.
12. Our responsibility to the agent's family. The effectiveness of the agent's work is very closely associated with the attitude of the wife or husband toward the Extension job. It is important that the family understands the many different aspects of the agent's job. Some of the large business organizations have a policy of providing training through special short courses or lectures of different kinds for the wives of certain employees who are to occupy important positions.

Please remember that I am not minimizing the importance of the District Supervisor doing his job in public relations work with the administrative staff, the subject-matter specialist, the state and federal agricultural agencies, farm organizations, farm and home leaders, etc.

PANEL: Public Relations Activities of the County Extension Agent and the District Agent's Responsibility to See that they are Carried out.

E. W. Carson,  
District Agent, Virginia

INTRODUCTION: The scope of Extension Work is so broad and so varied in that county extension workers come in contact with people of all vocations and walks of life and people of all ages and races that matters of public relations are necessarily of extreme importance.

An outline of fields or areas in which Extension public relations may become involved:

- I. Within the county Extension organization
  - A. Regular weekly Extension conferences in the county offices
  - B. Supervisors meet at intervals with county workers in problem counties
  - C. Hold quarterly district meetings with agents - joint meeting of men and women.
  - D. Train young workers in the real philosophy of Extension Work.
- II. Relationship with press and radio.
- III. Relationship with other agencies.
- IV. With farm organizations and farm groups:
  - A. Avoid being servants.
  - B. Keep groups informed and furnish them with the background information and tools with which to work.
- V. Avoid catering to county officials but at the same time promote good public relations.
- VI. Keep the general public informed on the scope and responsibility of Extension workers on county level.
  - A. Inform people of relationship of county Extension workers and the State Land-Grant Colleges.
- VII. Identify County Extension offices and programs:
  - A. Via proper telephone listing.
  - B. Attractive and appropriate door signs.
  - C. In radio or TV programs being in the tie-in with the Land-Grant Colleges.
- VIII. The Extension Secretary is an Important Public Relations Extension Employee:
  - A. Offer suggestions as to how she can promote better public relations.
- IX. Promote good public relationship with all public school personnel. This is important in the development of a good 4-H Club program.
- X. Inform nonfarm people of Extension Work and the problems of the farmer and homemaker. (Tell the nonfarm people that what happens inside the farmer's fence will affect his welfare and vice versa).
- XI. Impress upon county workers the importance of doing a good job of program planning.
  - A. Importance of planning well for any meeting or activity.
- XII. Public relationship is best promoted by a job well done.

SOME DETAILS WITH WHICH DISTRICT AGENTS CAN ASSIST COUNTY WORKERS:

1. See that above suggestions are developed and put into practice.
2. Assist in the development of a unified county program (men-women-4-H-Youth).
  - a. Be sure that farmers, homemakers, club members or youth participate in all planning activities.
  - b. Civic, business and other agencies, press, etc., should also be invited to participate in the planning phases of Extension Work.
3. Assist with plans for the development of the program of work in each field of activity.
4. Bring the Extension specialist in on the county planning phase of Extension Work.
5. Assist with the development of plans to get the job done.
6. Follow the programs in each county and evaluate the work done by different methods.
7. Encourage all Extension workers, especially the new workers, by keeping them well informed on the method of evaluating the individual worker, the prospects of advancement in position and in salary.
8. Emphasize to all county workers that within their county organization the best example of good public relations is the example that the workers themselves present to their farm people. That each Extension office has one Extension program and that every worker can best promote the over-all Extension program by assisting each other with their work and presenting a unified front.

J. E. Stanley,  
District Agent, Mississippi

I would prefer the broad subject of "Extension Public Relations" rather than "Public Relations Activities of the County Extension Agent and District Agent's Responsibility to see that They Are Carried Out." In a way, this subject fences one in, because public relation is not my job, or your job, or the county agent's job, or the director's job. It is definitely everybody's job.

In some respects we may assign certain duties in public relations by position, but it is hard to do, since the public relations job done by personnel in certain positions has its effect upon the entire Extension organization.

It is my belief that public relations is based on a sound program, upon a good job well done. Extension should have a sound and well accepted program and surely each worker has a job which he should do well, whatever his position; therefore, public relations becomes the job of every worker.

Good public relations does not consist of high-pressure salesmanship or advertising. Especially is this true when one is trying to sell himself personally or a poor program. It may seem for a time things are getting along very well, but

it won't last long. As the old saying goes, "You can fool all the people some of the time, and some of the people all of the time, but you can't fool all of the people all of the time." We must be sincere personally and our program must be sound.

The district agent's job or responsibility of seeing that the public relations activities of the county agent are carried out begins when he makes his selection of each new assistant agent, or when he places an agent in the county, whether he is a new agent being assigned to his first job, or a promotion or a transfer. There are certain qualities which any Extension worker should possess; some of these are hard to define and the district agent has to examine each person for these undefinable qualities in the light of his own impression of the individual. The agent must have a natural desire to help people, and get a real pleasure in doing so. He must be one who feels at ease among people, and be able to adjust himself under varying circumstances, with varying groups or individuals. He must have, or soon learn and accept, policies, objectives, and philosophies of Extension; and he must be well grounded on subject matter as well as possess techniques in rendering service. Having been farm reared and having had experience as a 4-H Club member, is helpful to any Extension worker.

The district agent has the responsibility of determining whether or not an individual possesses these qualities, and if so, whether or not he will fit into the situations and conditions present in the job to be filled. One of the key points in public relations is a thorough understanding, on the part of the agent, of the various groups in the county which touch upon his field of operation. I refer to such groups as Breed Associations, Farm Organizations, Chambers of Commerce, Cooperative Associations, Bankers and Civic Organizations, as well as many others. Surely, if the district agent has had experience with these groups or leading members of the groups, and has some definite information on the way they operate and what they expect of an agent, it is his responsibility to pass this information on to the agent.

Previously, we stated that a sound Extension program, well understood and accepted by the people, was fundamental in effective public relations. In order that this program may be sound, dealing with the "felt needs" of the people, and in order that it may be fully accepted by the people, it should be worked out with the cooperation of the people; preferably a committee composed of representative leaders from the various special interest groups and organizations. Included on this committee should be representatives of business and professional interests. The job of program planning in each county in the district should have the close attention of the district agent.

We, in Agricultural Extension, naturally feel that every one should fully understand the organizational structure and duties of Extension. It is true that they should understand, but the question is, do they? Judging from my experience, I am convinced that they do not. We have, to this extent, failed in our public relations. This failure is not confined to county workers, but to all of us. As an example: Many do not understand our connection with the Land-Grant College. Perhaps this lack of understanding extends to members of the college faculties, and other departments of the college. As a second example, many people still associate Extension with P.M.A., Soil Conservation Service, and other agencies. This may be due to the fact that Extension has had much to do with the establishment of these agencies in the beginning. Yet, the fact remains that we have failed to make our position clear. This phase of public relations should be thoroughly discussed with county workers and a planned public relations program

to clarify lack of understanding and misunderstanding, put into effect.

The great program of 4-H Club work carries with it a big job in public relations. In this program the agent is dealing with local leaders, with business advisory groups, with project sponsors, and with a host of others. In this program, as well as in the entire Extension program, success depends upon the kind of job being done and the resulting accomplishments. While much time could be spent in dealing with the relations with each of the above-named groups, I would like to say that, in my opinion, one of the most important of these groups is the parents of 4-H members. To make the greatest success, the 4-H member must have the cooperation, interest, and backing of his parents. This calls for special public relations with these parents. The district agent should advise his county workers to meet 4-H parents, be sure that they understand the 4-H Club program, the opportunities it offers their children, and what they can do to help.

The County Boards of Supervisors, or Commissioners, or whatever name may be given to the county appropriating body in various states, plays a great part in the Extension organization. These boards are partners in the entire program, and need often to be reminded of this partnership. This falls largely on the district agent, himself, since he represents the college, which is the other half of the partnership. There is a definite part for the county Extension worker to play, however. Members of these boards should regularly be given information and reports by the agents on the progress of the work in the county. Members of these boards should be notified of all important Extension events, and the agent should do all he can to see that they are present for these events. This calls for nothing more than good public relations.

Members of the State Senate and Legislature should be brought into county Extension programs much the same as members of the County Board. No opportunity to let this group know about the work of Extension should be overlooked. We might go on to say that the same thing applies in the case of national senators and congressmen. It is my opinion that appropriations for Extension work on state and national levels are based to a large extent upon the knowledge that state and national senators and legislators gain from the agents and the job being done in their home counties. All Extension workers have a responsibility to see that these people are correctly and fully informed.

Again, may I emphasize that public relations is everybody's job, and that whether or not we like it, we cannot avoid it. We are day by day making some kind of impression as we go about the job to which we are assigned. We should determine to have a planned program of public relations, and supervisors should do all possible to see that the right kind of public relations is a definite part of the county worker's program.

QUESTIONS AND ANSWER PERIOD

The Directors and Assistant Directors answering the questions listed below are as follows: H. C. Sanders, Louisiana; G. G. Gibson, Texas; R. W. Shoffner, North Carolina; L. I. Skinner, Georgia; T. W. Morgan, South Carolina, and J. W. Prewit, Texas:

1. Are we floating around in the clouds and making it easy for the competing or parallel organizations to do the practical every day things with farm people and on the farms. Who will win?
2. What is coming out of the U.S.D.A. reorganization?
3. This applies to men primarily -- Due to publicity, etc. on re-organization taking place, how can supervisors help keep down "frustrations" among county Extension workers and other employees and to some extent farm leaders?
4. We hear a lot about program building and a unified program. Will some district agent that has a county doing a good job in this tell just how it works? Has the work of the county Extension agents really been changed? Does the home demonstration agent still work through home demonstration clubs and a county council, and does the agricultural agent still work through commodity groups as they did?
5. What do you do when the county and home agent are not in favor of a weekly office conference?
6. We boast of the claim that the Extension program of work and plan of work are developed by local people. Was the original idea of a program of work and plan of work first suggested by local people or was it a Washington "New Deal" idea?
7. Can we hold this kind of meeting annually? Could we meet in Puerto Rico or Washington, D. C., next year? Could we meet in Texas for a regional conference?
8. Could we have some training under George D. Halsey on Supervision and ways to work with people?
9. Should district agents be a part of committees to work on Extension problems?
10. How do district agents help county agents in the supervision of 4-H projects conducted by boys and girls who attend school?
11. How do Southern States compare with other States in allowance per mile for traveling - 6¢, 7¢, 8¢ per mile in counties?
12. What is the future in Extension: (1) In number of personnel in each county? (2) In kind of meetings? (3) Mode of transportation? (4) Methods of training? (5) Projects for 4-H Clubs? (6) In urban areas? (7) Meetings for 4-H Clubs? (8) Leaders taking more responsibility?

13. Were the members of the County Councils in Alabama elected, selected or appointed, or how did they start setting up councils?
14. How often do you require the agents to go to school and for how long? How much more does the agent get who has his Masters' Degree?
15. Should some county and home agents receive higher salaries than some men and women supervisors? (They do). In what other organizations are the supervisors paid less than those they supervise?
16. What is the district agent's responsibility in regard to specialists?
17. How can a supervisor create appropriate relations between county home demonstration agents and assistant agents?
18. If the two Texas district agents can and do cooperate in district-wide budget presentation, program development, joint 4-H camps, etc., how can this come about in other districts when one of the district supervisors never takes a step towards such or never makes a statement he believes in one program?
19. What are some of the Southern States doing in the matter of keeping agents up to date WITHOUT taking them away from their counties more days than the local people approve of?
20. How can program development be done when the county agricultural agent is so busy he doesn't have time to devote to it?
21. Do you think that a Public Relations Office is necessary at the state office to promote a public relations program throughout the state?
22. Are Extension agents spending too much time with too few 4-H Club members on contests, fairs and shows?
23. How can we as supervisors get underway more work with counties in the field of public policy?
24. What values should be given on the job experience in Extension work compared with advanced study?
25. What can you do for an agent who has so much to do that he (or she) does not have time for carrying out what they refer to as "public relations?" And for the agent who says he (or she) needs an assistant to do real Extension Work so that he can do the public relations?
26. What chance is there of securing an increased Federal appropriation for Extension Work in this session of the Congress?

27. What are some of the activities district supervisors are engaging in that are not considered supervision?
28. How can supervisors be of more value to the director with the problem of financing Extension Work?
29. How much more effective are Extension workers who hold advanced degrees compared with experienced, on-the-job workers with only B. S. degrees?
30. What is the most efficient and effective way to obtain adequate financial support from counties?
31. Can the Washington office furnish trained personnel in office work to assist with clerical training conferences - What help is available?
32. To what extent should work in urban areas be conducted?
33. How can district agents help control the 4-H turnover? What sort of training program do you conduct for 4-H Club leaders and for neighborhood leaders?
34. Are states giving college courses in Extension Work for undergraduates getting more capable workers than states without such courses?
35. Is it more convenient and practical to have district agents stationed at the headquarters of the Extension Service or in their respective districts.
36. I realize that good relations in the Extension units are basic for public relations. What ways or means may be used to foster good relations in the Extension units?

PROBLEMS ENCOUNTERED IN RECRUITING AND TRAINING  
NEW COUNTY PERSONNEL

J. D. Prewitt  
Associate Director, Texas

Discussing problems of recruitment and training of new workers with the largest and most important group of Extension supervisors in the Nation is a real responsibility. Extension's capital stock and investment is carried in its personnel. The degree of progress we make as an Extension Service depends on the recruitment and training of new workers who come into the organization. How well this is done depends largely on how well supervisors do their job. After all, no amount of planning and preparation will insure the success of new workers without the full participation and support of district agents. It is not surprising that the enthusiasm and interest of each supervisor is reflected down to the last agent in the district.

In approaching this subject, I wrote directors of all southern states for a listing of problems encountered in recruiting and training of new workers. The response was beyond my expectation and there is ample evidence that all of them are giving a great deal of thought to their solution. Problems enumerated do not vary greatly and fall into a very definite pattern. Some of these general problems are as follows:

1. Low salary scales, coupled with recruitment of personnel in competition with other agencies and organizations.
2. Short supply of prospective agents, particularly in home economics.
3. Systems of promotion.
4. Methods of training.
5. Lack of supervisory training to train others.

There were a few others, but most of them fell into these categories. We should not spend too much time on a few of these since they are problems that each State must solve. For example, low salary scales and short supplies of prospects are common to all states and are as difficult to solve as the weather. We do not minimize the importance of these but our time here should be devoted to thinking through some of the things we can do to improve our method of recruitment and training of new workers.

We are told that a supervisor should be judged on the total results of the group supervised. One of the big problems facing us is how the results obtained can be adequately evaluated. We can be sure, however, that with everything else being equal, the supervisor with the most carefully selected and qualified agents, will get the best total results. It is generally considered that county Extension agents are the official representatives of the Land-Grant College. How well this representation is carried out depends on the qualifications and training of those we select. Once our selections are made, we must live with our mistakes. Dr. Lewis Webster Jones, President of Rutgers University, states that, "professional training that was adequate to the needs of a fairly simple agricultural economy surely is not adequate to the needs of today and may be solely inadequate to the needs of tomorrow." He further states, "teaching people what they really want to know requires a different training than that done in the classroom and evaluated by a grading system." He continues, "the Smith-Lever Act clearly states that Extension's field of educational responsibility extends to all the people of the United States." Hence, growing demands on Extension from nonfarm, rural residents and urban residents should be met as far as resources will permit.

In trying to get a picture of the national situation as well as the benefit of studies in the field of recruitment and training, I ran across some information presented by Dr. John T. Stone, Specialist in Extension Training with Michigan State College, on counseling and recruiting prospective Extension workers. He brought a number of points which I think would be helpful in our recognizing the seriousness of the situation confronting us:

1. The most important function of Extension administration is to secure the services of the best trained and most capable young people in the land to become leaders and teachers of rural America.

2. There are few positions compared to that of the county agent which require the personal versatility, the capacity of the individual to grow, the willingness to assume responsibility and ability to earn a position of rural leadership.
3. A positive and aggressive personnel policy must be adopted in every state to ward off this potential threat to the future of Extension education.

Professional training adequate only a few years ago to meet the needs of farm and home problems is not adequate now. Increased personnel competition on every side coupled with the higher education level of the rural people and accelerated research program, farm mechanization and more serious public problems affecting all phases of the farm and home, require a very high type of Extension worker to maintain county leadership.

### National and State Situation

Dr. Stone's statement indicated a total of 1370 new county Extension agents are recruited each year to fill the normal vacancies that occur. Of this total 750 are women as against 620 men. In 1951, Texas recruited 120 county Extension agents - 68 of these were men and 52 women. The number recruited dropped in 1952 to a total of 43 men and 44 women. In other words, in 1951 we added to our staff 20 percent of our total personnel.

### Recruitment

The task of recruitment and training is one that requires the full cooperation and teamwork of teaching, research and Extension within our Land-Grant College system beginning out in the county. We must enlist those who are in a position to help carry on a thorough screening process of applicants so that only those individuals are brought into the organization who appear to have the necessary qualifications to handle a given assignment successfully. The suggestions discussed here are pointed out as a basis for a practical plan that should improve our method of locating, evaluating and selecting the best qualified prospects. Most of these do not require additional funds but only the time of people already employed in the college system. All other states represented here are much more fortunate than Texas since your Land-Grant Colleges are coeducational, thus simplifying the job of both recruitment and training for all Extension personnel:

1. Develop a systematic plan of informing and counseling with older 4-H Club boys and girls through county Extension agents about Extension Work as a career. This plan should include advising with them on proper college training opportunities, available scholarships, etc. In working with 4-H Club members, agents have an opportunity to carefully observe their home training, personal characteristics and other qualities that go to make good agents. From this group, Extension should recruit the finest prospects.
2. Encourage the organization of a collegiate 4-H Club at the Land-Grant College with certain Extension staff members as advisers or counsellors.

3. Put into operation a contact plan through the various department heads of the college with cooperation of the teaching staff, to establish a list of the best qualified students in agriculture. A part of this preparation should be a well-planned meeting with all department heads to discuss Extension personnel recruitment and qualifications of prospects desired. Conferences should be arranged with junior and senior students in the various departments to discuss Extension Work with them.
4. Arrange a smoker or informal conference period with prospective graduates several months prior to graduation to meet with district agents and the administrative staff to get acquainted and discuss employment possibilities.
5. Value of a complete personnel file. (Exhibit file used in Texas and explain how it is assembled).
6. Plan the use of district agents to interview and make preliminary recommendations of prospects from other schools. Since we must depend on other institutions for all of our home economics prospects, a systematic plan is being tried this year by having recent graduates of particular institutions return to their respective colleges to interview graduating home economics seniors and tell them about Extension.
7. In more than one-half of the states, Extension trained workers teach regular Extension classes in the college, and at the same time act as counsellor for agricultural students interested in Extension. In Texas, this has been one of our most fruitful sources of county agricultural agent material.
8. The employment of carefully screened undergraduates during vacation periods, usually following their junior year in college, and trained under carefully selected trainer agents, may work fine in many states.

We must not overlook the importance of having college department heads and others on the teaching staff as a part of our team in recruiting qualified Extension workers. In our State, a great deal of progress has been made in the last five years in seeing that all agricultural students know about Extension. Some of our agricultural department heads and many members of the teaching staff are constantly counseling with students regarding possibilities in Extension Work and helping them to balance their training to do a better job. Due to salary competition, over 80 percent of our new Extension workers are hired as college seniors. Because of this, we must use every opportunity to evaluate these untried prospects, and for this reason we must be more dependent on the teaching staff for a part of this evaluation. We soon learn those members of the teaching staff who give sincere and conscientious evaluation of those they have been teaching. To get a more complete picture of the qualifications of a prospect, we should never overlook the opinion of the county Extension workers where prospects live.

### Training New Workers

Many states sent in excellent suggestions regarding training for new workers. In beginning this section, one of the suggestions that came in is particularly worth repeating. With all of our efforts to get a complete picture of a prospect's qualifications we make mistakes in selection. As we employ experienced men and women, there should be a definite understanding that they are on trial for a

specific period and if they are not fitted for Extension Work, the sooner they find other opportunities the better for all concerned. If this plan is not followed, we must live with our mistakes and the Service must suffer.

Training new workers (induction training) is one of the most serious and difficult problems facing Extension today, but when we look back 10 to 15 years we can see that a great deal of progress has been made. This is a job for the entire staff from the director down and must have very vigorous administrative support and backing. Nearly all states have developed some training techniques for new workers that have proved successful but lack of funds, training personnel and time have been limiting factors.

#### 1. Assistant Agents-in-Training.

From our experience and based on suggestions from other states, the most successful plan for training new workers is what we term "assistant agents-in-training." New agents just coming into the Service are placed under carefully selected, experienced county Extension agents to do the training. The entire success of this program will depend on the type of trainer agents selected. Many of them are not qualified to train others even though they may be doing an outstanding job in the county. Trainer agents selected for this purpose should be closely evaluated by the district agents and the staff to determine their fitness for this task. This plan of training for new workers has returned more benefit for the money spent than all others combined. Upon graduation, seniors expect immediate employment or they are lost to competition. Most states using this method use a special, on the job, training outline which, if followed carefully, will give a new worker a fairly complete picture of Extension, its responsibilities and objectives, including programs, plans, methods, duties, etc. Trainees should remain in a county a minimum of three months and preferably six months before promotion to assistant county Extension agent. This is not always possible because of the demand for personnel. Generally, this group of assistant agents-in-training are used as a pool to fill vacant positions as they occur. If we have made mistakes in the selection of prospects, this is the time to correct them. Separation from the Service at this point will be doing both Extension and the prospect a favor.

#### Report on Assistant County Agricultural Agents-in-Training in Texas, 11/19/51

Since 1946, when the program began, 134 assistant agents-in-training have been appointed.

Number resigned before being appointed on	
regular appointment. . . . .	27
Number on study leave (these were on	
regular appointment before study leave began) . . .	4
Number on Military Leave (these were on regular	
appointment before military leave began) . . . . .	6
Number resigned but who were on regular	
appointment before resignation . . . . .	24
	61
Number who are still in Service	73
	134

2. Supervisors have a very definite part to play in the proper orientation of a new agent. Carefully planned supervisory visits should be made to the county where new Extension workers are located. Reports coming to me from district agents indicate they feel the need for training so that they will be in a much better position to help with the training program. The question in the minds of all supervisors in our State is when to have sufficient time to do this job. The only answer to this is to establish priorities based on the most important things that need to be done.
3. Most states have completed agents' handbooks containing policy, background, philosophy and Extension operational plans. This type of publication is very important as a part of the orientation and training of new Extension workers.
4. Orientation courses for new Extension workers at the Land-Grant College each year should be conducted if funds are available. Such courses help trainees to get a better perspective of the institution, how it operates, and their relation to it. Last week we completed a five and one-half days orientation course for all Extension workers who came into the organization since January 1, 1952. We set up an evaluation plan to determine our weaknesses with the hope that we can do a better job next year.
5. I do not have figures on study leave progress from the various States, but that is an important part of training new workers. One hundred Extension workers in Texas received training in 1952. These attended regional schools, planned study courses leading to degrees, and in-service courses given by the staff of the Extension Service and Land-Grant College. This year, in 1953, the Director has approved a total of 140 Extension scholarships which will give training to 20 percent of our entire Extension force. These scholarships carry a value of \$25 per week not to exceed three weeks training. Seventy of these are set up for attendance at regional schools with the other 70 for types of approved training initiated by the Extension Service in the State.

I have purposely left out of the discussion, training activities that are customary for all agents in the organization. We all recognize the value of overlapping periods of employment when the new agent is on the job before his predecessor leaves. New workers who go in as assistant county Extension agents, training offered by staff specialists in the various subject-matter fields in district and sub-district meetings and others are additional methods that new workers participate in also.

If we are to attract and keep the best qualified Extension workers, each institution needs to constantly work on satisfactory systems of salary and promotion that will recognize accomplishment. A starting salary should be offered which provides an opportunity to the person who is well qualified for Extension Work and along with this, a basis for advancement based on the performance of each individual. Most states, because of budget situations, are having a difficult time establishing policies along these lines. With all of these problems, however, it is surprising what a fine job Extension is doing and the number of highly qualified people who are remaining in the organization because of the challenge. This condition is largely due to the fine contribution supervisors are making, and you are to be congratulated for it.

It is generally conceded that there is a slow but definite change taking place throughout all segments of our nation's population. This is especially true with our rural and urban people. People with whom we work are demanding much more than just technical information in the field of agriculture and homemaking. People with whom we work are becoming more aware of outside influences that affect their daily lives. If Extension is to meet this challenge, it will be done through a definite plan of recruitment and training so that a high standard of leadership can be maintained. Supervisors have a predominant role in this process. It was brought out here that "The future is for those who prepare for it." Let's not look back at our past accomplishments but to the future and its opportunities.

## NEW PROBLEMS CONFRONTING DISTRICT SUPERVISORS

Chas. A. Sheffield, Field Agent  
Extension Service, U.S.D.A.

We have a new administration in the Department of Agriculture in Washington which has not had time as yet to perfect its reorganization, so we are not in a position to state, at this time, problems which may arise that will eventually affect the work of the district supervisors in States. As you know, President Eisenhower sent to Congress on March 25 Resolution No. 2 to empower the Secretary of Agriculture to reorganize the Department of Agriculture. It will probably be June 6 before it will be known what action Congress will take regarding the Department's reorganization.

Secretary Benson did issue a Policy Statement on February 5, 1953, and each of you should read that Statement to become familiar with the Secretary's thinking as he laid out a definite course of action - not piece-meal action. I wish to quote one item in the Secretary's Policy Statement that is of interest to all Extension workers, "The most important method of promoting the long-time welfare of farm people and the nation is the support of adequate programs of Research and Education in the production, processing, marketing, and utilization of farm products and in the problems of rural living."

The Secretary is saying that Agriculture as well as industry has a stake in progress - that to make progress, there must be new wealth created and produced; that Government programs should emphasize and expand wealth producing functions, and minimize functions that do not create or produce new wealth; that in a long range program, the sound approach is to expand Research and Extension Education.<sup>/1</sup> "Too many Americans are calling on Washington to do for them what they should be willing to do for themselves."

## PROBLEMS

There are some new problems confronting supervisors that we would do well to work on now. We have the responsibility to progress as changes are made. We must make Extension Work modern, add more system to what we do and employ better management principles in all our efforts to make Extension Work more effective in the counties, on farms, and in the homes. We have seen an agricultural revolution unfold before our eyes -- new farm machinery and implements, new pesticides -- new methods of employing soil fertility -- new soil conditioners -- new and better strains and varieties of seeds and plants and many other advances. All this means that we must be alert to new methods of organization and planning so that when new findings of

<sup>/1</sup> Quoted from Secretary Benson's Policy Statement.

research are known, we can more quickly organize and train agents to reach and help farm families to apply these findings to their own farm and home conditions.

We need to exhibit interest and join in with top administration in the establishment of administrative standards that will establish outlines of organization and a clear line of responsibility and authority throughout the Extension Service. To accomplish this objective of modernization, we should consider:

1. Redefining the objectives and scope of Extension Work for the guidance and information of all extension workers.
2. If we do not already have it, we need a State organization chart for each State to enable all personnel to understand how Extension Work is organized. A statement of policy should accompany the organization chart to be placed on all workers' desks for daily guidance.
3. A job description for each member of the administrative, supervisory, editorial, and specialist staffs as well as for all Extension agents so that each employee will know what his functions are.
4. All indications now are that the new Administration will center its efforts toward planning and program development. As supervisors, let's take action now leading to the development of a dynamic and vital farm and home program for each county in the region as a basis for all Extension Work.
5. We need to make plans now to expand Extension Work in urban areas. We must meet this opportunity.

#### ADD SYSTEM

With rapid changing conditions occurring yearly, our State Extension Administrators find in their day-to-day operations the need for setting up supplemental standards and procedures for systematizing Extension Work:

1. We need to understand points of view. What are our own philosophies. How does it compare with State and Federal philosophies. How can we strengthen our relationships. Our philosophies and relationships should agree in the best interest of promoting Extension Work.
2. The Secretary of Agriculture desires to make the State Extension Services through the Federal Extension office the States Relations Agency for the Department of Agriculture for all its programs. Are we in a position to meet that responsibility?
3. All supervisors should consider the need for and make plans to better organize their counties by delineating the communities and neighborhoods and set up a more effective system for leadership -- and include plans for training the leadership for service and action.

4. We need to consider and develop for the use of Extension agents more effective program operation procedures enabling agents to carry through with the annual plan of work in a more systematic way.
5. County extension agents need help in the development of more effective teaching plans with the people in the communities participating.

#### MANAGEMENT

Better management principles should be considered in our efforts to help people help themselves. Many problems can be solved through individual and group action on the local level. Our efforts should be directed toward making a contribution to the health, happiness, and prosperity of the people we are to serve.

We must have efficient organization, proper delegation of responsibility, coordination of programs, and continuing review of programs and operations. It is my considered judgment that this Conference has afforded excellent training opportunities and that each person on the program has made contribution that will lead to a renewed interest and a determination on the part of all district supervisors to return to their posts and do a more effective job.

#### SUMMARY OF SOUTHERN REGIONAL SUPERVISORY CONFERENCE

Mena Hogan, Field Agent  
Extension Service, U.S.D.A.

I shall make no attempt to sum up either the fine talks which have been made or the open and frank discussion which has followed them. All the talks have been clear, concise and to the point. They speak for themselves and require no elaboration. All have been, in my opinion, pretty wonderful contributions to this Supervisory Conference.

Nor shall I attempt to interpret what has been said on the sidelines or in the "jam" sessions at night. I recognize that what you got out of such sessions may be fully as important as what you did in formal sessions. I should like to note briefly a few things about this meeting that are significant to me:

You have made no attempt to minimize the problems you face as a supervisory agent -- problems which seem to increase, rather than to diminish, year after year as your workload increased; as the number of agents you supervise grows larger, and as your program is broadened. As you have talked here together, it seems to me that many of your problems center around those which are in the field of human relations. Yet, as I think over the principles of supervision which Mr. Halsey has so well outlined to you here, I have the feeling that most of our problems would be solved if we put into practice what we already know about supervision; what we already know about human relationships. Were there many points which Mr. Halsey made with which you did not agree, or which you did not already know? The striking thing about this new science of human relationships, according to Dr. Alexander Leighton of Cornell University, is not the vast areas of what is unknown (which we are fond of emphasizing) but the degree to which what is known is not used.

Cannot we say the same about supervision? In this connection I always think about this little rhyme: "I am sure I have a noble mind, and honesty and tact, and no one is more surprised than I to see the way I act." How much we need to bridge the gap between what we know and what we do; between what we know and what we do about getting along with people; between what we know and what we do about working with our co-workers; with foreign people; with the public in general.

As I listened to the talks of Mr. Glass and Miss Cooper, I thought about the fine way, through the years, that they had bridged together that gap. They were little things by which their bridge was built:

- Giving exactly the same information to all agents at the same time;
- Writing joint letters to agents;
- Having no secrets. (Being humans, most of us do not care about secrets if we are not in on them);
- Being in on things in the beginning;
- Not leaving decisions about work to be done to your secretary when she works for both of you.

It was not Mr. Glass' district nor Miss Cooper's. Always they said "our" and "we" and "us." There were no tricks; no techniques as such, but all the cards were on the table. Each consulted the other before a decision was made. There was mutual respect and fairness between the two. Both avoided criticism of agents. No doubt in this last respect their philosophy was the same one of you has expressed here in this meeting -- that it takes a better man to build than to destroy. Perhaps they were aware of the old Chinese proverb which cautions, "Don't chase a fly from a friend's forehead with a hatchet." There was no "owning" of what they supervised. All of these were little things, but they are all human relationship factors that have made for success in supervision in this Texas district.

As I think over all of the above human relationship factors, I call to mind Dr. Kruse's statement on the study of discharged employees in business, "Sixty-two percent of them," he said, "in one particular study were found to have failed for lack of social and human relationships knowledge, while only 34 percent had failed for lack of skill and technical information." The training of extension workers on all levels probably is around 98 percent in subject matter. Considering this fact, and considering our need for getting along with people, how necessary it is that we somehow acquire more training in this broad field.

Most of our trouble Mr. Shoffner thought, in his fine talk, is due to misunderstandings. I believe most of us will agree that poor human relationships is back of most misunderstandings. From your interest in public relationships, so well handled here by Director Sanders and Miss Cresswell, I believe that you, too, feel a whole meeting could have been based on this alone. We are all aware, as were our speakers, that we have been:

- a. Too reticent about Extension accomplishments;
- b. Too negligent about helping legislators to be a part of our Extension family.
- c. Too tardy in recognizing that public relationships is everybody's job in Extension.

The first part of the paper is devoted to a general discussion of the problem. It is shown that the problem is of great importance in the theory of the differential equations of the second order. The problem is to find the general solution of the differential equation

which is subject to the boundary conditions

where  $\alpha$  and  $\beta$  are arbitrary constants. The problem is solved by the method of variation of parameters. The general solution of the differential equation is found to be

where  $C_1$  and  $C_2$  are arbitrary constants. The boundary conditions are satisfied if

which gives the values of  $C_1$  and  $C_2$ . The general solution of the differential equation is therefore

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I believe it follows that, as our level of education increases among rural people, so must our level of instruction. No doubt part of the business of not being able to spare district agents from a State to take leave for study goes back to the present workload of all southern supervisory agents. In this respect, and really as a sort of summary of what you, yourselves, have said about your own workloads, I would call your attention to a chart prepared by Dr. Gallup. Here you will note that in a period from 1915 to 1950 there has been a gradual increase in the number of specialists employed to help get county extension agents up-to-date on subject matter. There has been a tremendous increase in the number of county extension agents, yet the number of district agricultural and district home demonstration agents has varied very little through the years.

Some of you began as district supervisors, as I did, with from 10 to 15 men or women to supervise. Now you have from 20 to 30 agents, and a vastly broader program with which to work. Mrs. Mary E. Coleman emphasized this when she spoke about the job of district agent pulling one apart because of its demands on time and energy. There have been several problems we have only touched upon in these three days:

1. The development of rural leadership;
2. Coordination of Negro work with White;
3. Preparation for county visits;
4. Human relations as they affect our supervision;
5. Training of supervisors;
6. The evaluating of supervisory efforts.

Each of these subjects could probably well justify a three-day conference. While you have no "pat" answers to any of the problems you have talked about, I believe you have thought them over in a way to bring about a new understanding of your job -- a new understanding of the broad objectives of the Extension Service.

The whole conference must have represented a great challenge to you. I think our three days spent here together will be well justified by the work you will do on your return to your States.

I cannot close without expressing to Director Sanders and his staff our great appreciation for our opportunity to meet here under such pleasant surroundings and with such efficient arrangements. I should like also to express appreciation to all Directors and State Home Demonstration Agents for having made possible your attendance at this meeting. By this action they have recognized the truth of Director Sander's statement, "This is the most important Extension meeting in the United States this year."

RESOLUTIONS ADOPTED BY EXTENSION SUPERVISORS

The Extension Supervisors from these 13 Southern States and Commonwealth of Puerto Rico in conference assembled at Louisiana State University this April 14, 15 and 16, 1953, do hereby adopt the following resolutions:

First, we express our thanks and deep appreciation to Mr.

Charles A. Sheffield and Miss Mena Hogan, Field Agents of the Extension Service, U. S. Department of Agriculture, and to the Extension Directors of the Southern States for authorizing this Conference and for arranging an excellent program.

Second, we appreciate the gracious and generous hospitality of the Louisiana Extension Service in providing commodious conference rooms, ample eating facilities and wholesome and interesting entertainment.

Third, we compliment Director H. C. Sanders and the other members of his staff on their fine demonstration of good public relations exemplified in the tour of the State Capitol, various points of interest on the University campus, the get-acquainted reception and the many other courtesies which made our visit pleasant and interesting.

E. J. Kilpatrick, Kentucky, Chairman  
J. O. Fullerton, Arkansas  
Lucile Mallette, Alabama  
Zella King, Oklahoma

ATTENDANCE AT SOUTHERN REGIONAL SUPERVISORY CONFERENCE  
Baton Rouge, La., April 14, 15, 16, 1953

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Miss Mena Hogan, Field Agent, Southern States  
Chas. A. Sheffield, Field Agent, Southern States

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L. L. Self, District Agent  
James D. Sanford, District Agent  
Mrs. Patty K. Parkman, District Agent  
Mrs. Mary E. Coleman, District Agent  
Miss Margaret Oliver, District Agent  
Miss Lucile Mallette, District Agent

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J. O. Fullerton, District Agent  
A. Leon Holley, District Agent  
Clifford Alston, District Agent  
Mrs. Esther G. Kramer, District Agent  
Miss Mary L. Rye, District Agent  
Miss Dorothy Price, District Agent  
Miss Addie Barlow, District Agent

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Mrs. Edith Y. Barrus, District Agent  
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Miss Ida L. Bell, District Agent  
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Miss Audrey Morgan, District Agent  
Miss Eddye B. Ross, District Agent

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E. J. Kilpatrick, Assistant State Agent  
H. F. Link, Assistant State Agent  
Harry W. Whittenburg, Assistant State Agent  
W. C. Wilson, Assistant State Agent  
Miss Vandilla Price, Assistant State Leader  
Miss Zelma Monroe, Assistant State Leader  
Miss Alda Henning, Assistant State Leader  
Miss Leone Gillett, Assistant State Leader  
Mrs. Helon White, Assistant State Leader

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N. E. Thames, District Agent  
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Miss Margaret Jolley, District Agent  
Miss Nan Tarwater, District Agent  
Miss Gladys Tappan, District Agent

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Miss Leta Bennett, District Agent  
Miss Boulah Blackwell, District Agent  
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Miss Eva Minix, District Agent  
Miss Edith Vaughan, District Agent  
Miss Betty K. Kyle, District Agent  
Miss Ann Wills, District Agent



